DOCUMENT RESUME

ED 309 211 UD 026 870

TITLE The Reauthorization of Expiring Federal Elementary and Secondary Education Programs. Miscellaneous Programs. Volume 8. Hearing before the Subcommittee on Elementary, Secondary, and Vocational Education of the Committee on Education and Labor. House of Representatives, One Hundredth Congress, First Session.

INSTITUTION Congress of the U.S., Washington, D.C. House Committee on Education and Labor.

PUB DATE 2 Apr 87

NOTE 109p.; Serial No. 100-9. Document contains inserts using small prints.

AVAILABLE FROM Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402.

PUB TYPE Legal/Legislative/Regulatory Materials (090)

EDRS PRICE MF01/PC05 Plus Postage.

DESCRIPTORS *Educational Innovation; Elementary School Mathematics; Elementary School Science; Elementary Secondary Education; Federal Legislation; *Federal Programs; Hearings; Immigrants; *Inservice Teacher Education; *Literacy Education; Magnet Schools; *School Effectiveness; Urban Education

IDENTIFIERS Congress 100th; Education Consolidation Improvement Act Chapter 2; Education for Economic Security Act 1984; Effective Schools Projects; *Proposed Legislation; Reauthorization Legislation; Virgin Islands

ABSTRACT

This document reports on the eighth of a series of hearings on the reauthorization of expiring Federal elementary and secondary education programs. Seven expert witnesses, including representatives of the Department of Education and professional and community organizations, gave testimony concerning a number of micscellaneous federal programs. The following positions were expressed: (1) increase funding to support building programs in the Virgin Islands through P.L. 95-561; (2) encourage the development and retention of high-caliber teachers through the Christa McAuliffe Teacher Training and Improvement Act; (3) provide literacy programs for limited English speaking immigrants through the Emergency Immigrant Assistance Act; (4) continue block grant funds for magnet school programs through the Education Consolidation and Improvement Act; (5) improve elementary science and mathematics teaching through Title II of the Education for Economic Security Act; and (6) support implementation of effective schools programs. Seven prepared statements, letters, and supplemental materials are appended. (FMW)

THE REAUTHORIZATION OF EXPIRING FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

Miscellaneous Programs

Volume 8

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST SESSION

ON

H.R. 5

HEARING HELD IN WASHINGTON, DC, APRIL 2, 1987

Serial No. 100-9

Printed for the use of the Committee on Education and Labor

U.S. GOVERNMENT PRINTING OFFICE

74-778 WASHINGTON : 1987

For sale by the Superintendent of Documents, Congressional Sales Office,
U.S. Government Printing Office, Washington, DC 20402

COMMITTEE ON EDUCATION AND LABOR

AUGUSTUS F. HAWKINS, California *Chairman*

WILLIAM D. FORD, Michigan
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
MARIO BIAGGI, New York
AUSTIN J. MURPHY, Pennsylvania
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
MATTHEW G. MARTINEZ, California
MAJOR R. OWENS, New York
CHARLES A. HAYES, Illinois
CARL C. PERKINS, Kentucky
THOMAS C. SAWYER, Ohio
STEPHEN J. SOLARZ, New York
ROBERT E. WISE, JR., West Virginia
TIMOTHY J. PENNY, Minnesota
BILL RICHARDSON, New Mexico
TOMMY F. ROBINSON, Arkansas
PETER J. VISCLOSKY, Indiana
CHESTER G. ATKINS, Massachusetts
JAMES JONTZ, Indiana

JAMES M JEFFORDS, Vermont
WILLIAM F. GOODLING, Pennsylvania
E. THOMAS COLEMAN, Missouri
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
STEVE GUNDERSON, Wisconsin
STEVE BARTLETT, Texas
THOMAS J. TAUKE, Iowa
RICHARD K. ARMEY, Texas
HARRIS W. FAWELL, Illinois
PAUL B HENRY, Michigan
FRED GRANDY, Iowa
CASS BALLENGER, North Carolina

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

AUGUSTUS F HAWKINS, California, *Chairman*

WILLIAM D. FORD, Michigan
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
MATTHEW G. MARTINEZ, California
CARL C. PERKINS, Kentucky
MARIO BIAGGI, New York
CHARLES A. HAYES, Illinois
THOMAS C. SAWYER, Ohio
STEPHEN J. SOLARZ, New York
ROBERT E. WISE, JR., West Virginia
BILL RICHARDSON, New Mexico
TOMMY F. ROBINSON, Arkansas
PETER J. VISCLOSKY, Indiana
CHESTER G. ATKINS, Massachusetts

WILLIAM F GOODLING, Pennsylvania
STEVE BARTLETT, Texas
HARRIS W. FAWELL, Illinois
PAUL B. HENRY, Michigan
FRED GRANDY, Iowa
STEVE GUNDERSON, Wisconsin
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
JAMES M JEFFORDS, Vermont
(Ex Officio)

CONTENTS

	Page
Hearing held in Washington, DC on April 2, 1987	1
Statement of	
Aldridge, Bill, Executive Director, National Science Teachers Association	92
Carnes, Bruce, Deputy Undersecretary, Office of Planning, Budget, and Evaluation, U.S. Department of Education, accompanied by Thomas Corwin, Acting Director, Division of Elementary, Secondary, and Vocational Education, Office of Planning, Budget, and Evaluation	12
Cooper, Eric, Chairman, Ad Hoc Committee for Effective Schooling, Washington, DC, accompanied by Dan Levine, member, Ad Hoc Committee for Effective Schooling	52
de Lugo, Hon. Ron, a Delegate in Congress from the U.S. Virgin Islands	2
Gibbs, Nona, Magnet Program Coordinator, Flint Community Schools, Flint, MI	42
Lee, LeRoy, President, National Science Teachers Association, accompanied by Bill Aldridge, Executive Director, National Science Teachers Association; and June Scobee, Chairman of the Board, Challenger Center for Space Science Education, Friendswood, TX	45
Vargas, Arturo, National Council of La Raza, Washington, DC	19
Prepared statements, letters, supplemental materials, et cetera:	
Blome, Arvin C., Assistant Commissioner, Colorado Department of Education, chairman, National Title II Steering Committee, several charts	101
Carnes, Bruce M., Deputy Under Secretary of Planning, Budget and Evaluation, Department of Education, prepared statement of	14
Cooper, Eric J., Chairman, Ad Hoc Committee for Effective Schooling, Washington, DC, prepared statement of	56
de Lugo, Hon. Ron, a Delegate in Congress from the U.S. Virgin Islands, prepared statement of	3
Gramlich, Edward M., Acting Director, Congressional Budget Office, Washington, DC, letter to Chairman Hawkins, dated June 17, 1987 enclosing two tables	97
Lee, LeRoy R., President, National Science Teachers Association, Washington, DC, prepared statement of	48
Levine, Daniel U., member, Ad Hoc Committee for Effective Schooling, Washington, DC, prepared statement of	65
Martinez, Hon. Matthew G., a Representative in Congress from the State of California:	
Letter from Carol Whitten, dated March 24, 1987	86
Letter to Carol Whitten, Director, OBEMLA, Department of Education, dated February 18, 1987	85
Vargas, Arturo, National Council of La Raza, Washington, DC:	
"Adult English Courses Pressed by Immigrants," New York Times, October 13, 1986	31
"Alien Law Puts Strain on English Classes," Los Angeles Times, February 25, 1987	22
"Community-Based Organization's: Reaching the Hardest To Reach," Business Council for Effective Literacy Newsletter, volume 1, No. 7, April 1986	34
"Immigrants—a Rush to the Classrooms," Los Angeles Times, September 24, 1986	32
"Literacy in a New Language," Business Council for Effective Literacy Newsletter, volume 1, No. 10, January 1987	23

THE REAUTHORIZATION OF EXPIRING FEDERAL ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

Miscellaneous Programs

Volume 8

THURSDAY, APRIL 2, 1987

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:32 a.m., in room B-346C Rayburn House Office Building, Hon. Augustus F. Hawkins (chairman of the subcommittee) presiding.

Members present: Representatives Hawkins, Kildee, Martinez, Hayes, Sawyer, Atkins, Goodling, Bartlett, and Fawell.

Member also present: Representative de Lugo.

Staff present: John Jennings, counsel; Nancy Kober, legislative specialist; John Smith, special assistant; Ricardo Martinez, legislative analyst; and Jo-Marie St. Martin, legislative associate.

Chairman HAWKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is called to order.

The first witness this morning is our distinguished colleague from the Virgin Islands, the Honorable Ron de Lugo, who promised me three times that he would be on time this morning. I see his wife has accompanied him. That is perhaps the explanation of why he is on time. [Laughter.]

We are delighted to have you, Ron. We know what a great job you have been doing for the Virgin Islands in particular and for education in general. Much of what you have done has already been accepted by the committee.

At any rate, we are pleased to have you with us today, and your statement in its entirety will be inserted in the hearing record; you may proceed to summarize it, and then we will open the hearing for questions. I don't know what questions we could direct to you, because there is so much general agreement on this committee with the views that you have expressed, views that are purely bipartisan in nature. So we look forward to your testimony.

STATEMENT OF HON. RON de LUGO, A U.S. DELEGATE IN CONGRESS FROM THE UNITED STATES VIRGIN ISLANDS

Mr. DE LUGO. Thank you very much, Mr. Chairman. My purpose in being here is primarily to thank you and the other members of this committee for the bipartisan support under your leadership that we have received for our problems in not only the Virgin Islands but all of the United States territories.

As I was saying to you, Mr. Chairman, when we were chatting on the floor yesterday, it is a pleasure when you can see what Federal dollars have actually done. So often, you know, we will try to help out by sending Federal dollars to solve problems that exist around the country, and so often, we wonder just how much good it did.

But in the Virgin Islands you can actually see it. You can see it in the success stories of young people that came to our shores as immigrants, who under *Hosier* v. *Evans,* the court decision back in 1970, were assured of an education in this U.S. territory. But of course this was a tremendous financial burden for our territory. The school population just mushroomed because we had to take in 7,000 students, which was a tremendous portion of our student body at that time.

Back in 1978, as you know, Mr. Chairman, and the other members of this committee, your committee set up what was called the general assistance program for the Virgin Islands. That was to help us with this problem. It is a success story, but we still have a long way to go.

I am very pleased that you have included the reauthorization of this program in the bill that is presently before your committee.

I also want to say something on behalf of all of the territories: that I urge the reauthorization also of the teacher training program. This provides $2 million a year for teacher training in all the U.S. territories. Here, too, we have seen success.

In my territory, the Virgin Islands, first of all, it's so important to be able to train our own teachers, to keep our own teachers, to keep our culture. In the Virgin Islands alone, sixty-six teachers have earned their baccalaureate degrees in teacher education. And over the past two years eleven teachers have been certified by the Virgin Islands Board of Education as certified professionals in their respective disciplines, and of seventy-seven teachers, Mr. Chairman, who were trained and certified over the past six years, seventy-one are still teaching in the territories schools. So with a retention of 92 percent, I think this is certainly a successful program that we can all be proud of.

I thank you again for your support and the support of the members of your subcommittee. I will be glad to answer any questions.

[The prepared statement of Hon. Ron de Lugo follows:]

PREPARED STATEMENT OF HON. RON DE LUGO, A DELEGATE IN CONGRESS FROM THE U.S. VIRGIN ISLANDS

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, I THANK YOU FOR THIS OPPORTUNITY TO TESTIFY ON AN ISSUE OF PARTICULAR IMPORTANCE TO ME: THE REAUTHORIZATION OF SECTIONS 1524 AND 1525 OF P.L. 95-561 FOR THE PERIOD FY 89 THROUGH FY 93.

SECTION 1524 OF P.L. 95-561, GENERAL ASSISTANCE TO THE VIRGIN ISLANDS, WAS INTENDED TO PARTIALLY COMPENSATE THE VIRGIN ISLANDS FOR PROBLEMS CREATED BY CONGRESS THROUGH THE PASSAGE OF FEDERAL LEGISLATION (P.L. 91-225) AND A SUBSEQUENT U.S. DISTRICT COURT RULING (HOSIER V. EVANS) WHICH ADDED 7,000 NON-CITIZEN STUDENTS INTO THE TERRITORY'S PUBLIC SCHOOLS.

SINCE 1979, ONLY 19.90 MILLION DOLLARS (19,899,031) OF THE TOTAL AUTHORIZATION (P.L. 95-561 AND P.L. 98-511) OF 50 MILLION DOLLARS ($50,000,000) HAVE BEEN MADE AVAILABLE TO IMPROVE PUBLIC SCHOOL EDUCATION IN THE U.S. VIRGIN ISLANDS. THE INTENT OF CONGRESS WAS TO CORRECT THE PROBLEMS CAUSED BY THE TREMENDOUS INCREASE IN THE VIRGIN ISLANDS SCHOOL POPULATION. ALTHOUGH SOME

PROGRESS HAS BEEN MADE, MUCH REMAINS TO BE DONE.

I WOULD LIKE TO THANK THE DISTINGUISH CHAIRMAN OF THIS SUBCOMMITTE AND MY OTHER COLLEAGUES WHO SERVE ON THIS SUBCOMMITTL FOR HELPING US. I AM PLEASED TO BE ABLE TO REPORT ON HOW MUCH WE HAVE ACCOMPLISHED OVER THE PAST EIGHT YEARS AS OUTLINED LATER IN MY TESTIMONY AND HOPE THAT YOU WILL CON.INUE YOUR SUPPORT BY GRANTING US A REAUTHORIZATION OF THESE VITAL PROGRAMS TO CONTINUE OUR EFFORTS TO IMPROVE OUR EDUCATIONAL SYSTEM.

AS A RESULT OF P.L. 91-225 AND THE HOSIER DECISION, SCHOOL ENROLLMENT HAS GROWN FROM 15,000 TO OVER 25,000. CURRENTLY, NON-CITIZEN STUDENTS LNROLLMENT COMPRISE 13.1 PERCENT OF THE TOTAL STUDENT ENROLLMENT IN THE VIRGIN ISLANDS COMPARED TO 3.2 % AND 3.5% IN CALIFORNIA AND TEXAS, RESPECTIVELY.

SINCE 1970, THE GOVERNMENT OF THE VIRGIN ISLANDS HAS COMMITTED BETWEEN 25 TO 33 PERCENT OF ITS OPERATING BUDGET TO SUPPORT PUBLIC EDUCATION. WITH THE ELECTION OF ALEXANDER A. FARRELLY, AS GOVERNOR, IN NOVEMBER OF 1986, THAT COMMITMENT HAS BEEN REAFFIRMED, AND THE GOVERNOR HAS STATED THAT EDUCATION IS HIS NUMBER ONE PRIORITY.

IN SPITE OF FINANCIAL CONSTRAINTS, THE GOVERNMENT OF THE VIRGIN ISLANDS HAS SPENT OVER 131 MILLION DOLLARS TO DEAL WITH

THE PHYSICAL NEEDS CAUSED BY THE INCREASED ENROLLMENT. PREVIOUS CAPITAL IMPROVEMENT PROJECTS HAVE ADDED A TOTAL OF THIRTEEN SCHOOLS SINCE 1970 THAT ARE SERVING 10,808 CHILDREN. THE 19.9 MILLION DOLLARS FROM GENERAL ASSISTANCE HAVE BEEN USED FOR THE CONSTRUCTION, RENOVATION AND REPAIR OF 220 CLASSROOMS, MAINTENANCE OF EDUCATIONAL FACILITIES, ASBESTOS REMOVAL PROJECTS, SPECIAL EDUCATION AND THE PURCHASE OF EQUIPMENT, MATERIALS AND SUPPLIES.

HOWEVER, THESE EXPENDITURES HAVE NOT BEEN SUFFICIENT TO MEET THE PHYSICAL DEMAND AND, AT THE PRESENT TIME, OVERCROWDED CONDITIONS STILL EXIST.

TO RELIEVE THE OVERCROWDED CONDITIONS OVER THE NEXT FIVE YEARS, THE DEPARMENT OF EDUCATION HAS PROJECTED THAT IT WILL NEED TO CONSTRUCT ELEMENTARY SCHOOLS ON ST. THOMAS TO ACCOMMODATE 800 STUDENTS, AT A COST OF 21 MILLION DOLLARS; SENIOR HIGH SCHOOL CLASSROOMS ON ST. CROIX TO ACCOMMODATE 1,200 STUDENTS, AT A COST OF 10.7 MILLION DOLLARS, AND RENOVATION AND REPAIRS AT 20 EXISTING SCHOOLS AT A COST OF 6.7 MILLION DOLLARS. THUS, IN MAJOR CONSTRUCTIONS, RENOVATIONS, AND REPAIRS ALONE, THE DEPARTMENT MUST SPEND IN EXCESS OF 38 MILLION DOLLARS OVER THE NEXT FIVE YEARS.

THE UNITED STATES VIRGIN ISLANDS CONSISTS OF THREE MAJOR ISLANDS AND A NUMBER OF SMALLER ISLETS AND CAYS SEPARATED BY 40 MILES OF OPEN SEA. THE 35 PUBLIC SCHOOLS ADMINISTERED BY THE VIRGIN ISLANDS DEPARTMENT OF EDUCATION ARE LOCATED ON THE THREE MAJOR ISLANDS. BECAUSE OF PHYSICAL SEPARATION, A D PLICATION OF SERVICES, PERSONNEL, MATERIALS AND EQUIPMENT IS NECESSARY AND RESULTS IN INCREASED COSTS. THE DISTANCE FROM THE U.S. MAINLAND ALSO RESULTS IN INCREASED COST TO PURCHASE MATERIALS, SUPPLIES AND EQUIPMENTS. ON MOST OF OUR PURCHASES AN ADDITIONAL 15 TO 20 PERCENT IS EXPENDED FOR TRANSPORTATION CHARGES. THESE ADDITIONAL CHARGES ALSO APPLY TO THE PURCHASE OF BUILDING MATERIALS WHICH ARE USED FOR THE CONSTRUCTION OF NEW SCHOOLS AND RENOVATIONS AND ALTERATIONS OF EXISTING FACILITIES. AS A RESULT OF THESE FACTORS, THE DOLLAR DOES NOT GO AS FAR IN THE VIRGIN ISLANDS AS IT WOULD ON THE MAINLAND.

A LARGE PERCENTAGE OF THE STUDENT POPULATION OF THE VIRGIN ISLANDS COMES FROM MORE THAN 20 CARIBBEAN ISLANDS WITH EACH AREA CONTRIBUTING ITS OWN CULTURAL, POLITICAL AND EDUCATIONAL BACKGROUND AND VALUES. THIS DIVERSITY HAS NECESSITATED THE DEVELOPMENT OF SPECIALIZED EDUCATIONAL MATERIALS TO STIMULATE THE LEARNING PROCESS. THE DEPARTMENT OF EDUCATION MUST DEVELOP A RELEVANT CURRICULUM FOR ITS SCHOOL SYSTEM IF IT IS TO INTEGRATE ALL OF ITS CHILDREN, PARTICULARLY THE NON-CITIZENS, INTO SOCIETY AS WELL-EDUCATED CONTRIBUTING MEMBERS. OUR CURRICULUM MUST BE

BUILT ON THE UNIQUE VALUES AND BEAUTIES OF THE MANY CULTURES OF THE CARIBBEAN AND ASSIST ALL OUR CHILDREN TO DEVELOP ACADEMIC ABILITIES AND A POSITIVE SENSE OF IDENTITY AND SELF IMAGE. WE NEED TO CONTINUE OUR EFFORTS TO MEET THIS CHALLENGE.

EVALUATIONS OF OUR REMEDIAL EDUCATION PROGRAMS SHOW THAT THESE PROGRAMS HAVE HAD A POSITIVE IMPACT AND THAT REMEDIATION CAN AND DOES MAKE A DIFFERENCE. PROGRAM FUNDS FOR REMEDIAL EDUCATION PROGRAMS CANNOT BEGIN TO SERVE ALL THE CHILDREN NEEDING THESE SERVICES. THERE IS A NEED TO CONTINUE TO TARGET EXTRA FUNDING FOR REMEDIAL EDUCATION..

A COMPREHENSIVE K-12 MATHEMATICS CURRICULUM, WHICH ADDRESSES THE NEEDS OF VIRGIN ISLANDS' STUDENTS, HAD BEEN DEVELOPED AND IMPLEMENTED IN ALL OF THE TERRITORY'S SCHOOLS. THE SCHOOL SYSTEM IS CURRENTLY ENGAGED IN WRITING A CURRICULA IN THE AREAS OF ENGLISH/LANGUAGE ARTS FOR SPECIAL EDUCATION; HEALTH EDUCATION; ENGLISH/LANGUAGE ARTS, K-12; AND SCIENCE K-12. IN ADDITION, IT IS INVOLVED IN THE PILOTING OF DRAFT CURRICULA IN SOCIAL SCIENCES, AND MATHEMATICS FOR SPECIAL EDUCATION STUDENTS. THESE ARE SPECIALIZED EFFORTS TO BRING OUR SCHOOLS INTO COMPETITION WITH MAINLAND CURRICULA. THERE IS A NEED TO PRODUCE INSTRUCTIONAL MATERIAL SPECIALLY GEARED TO AUGMENT THESE CURRICULA AND TO DEVELOP OTHER SUBJECT AREAS.

TEACHING RESOURCES, MATERIALS FOR THE CURRICULUM CENTERS, AND LIBRARY AND AUDIOVISUAL MATERIALS FOR PUBLIC SCHOOL PROGRAMS ARE VITAL TO SUPPORT AND ENHANCE THE SERVICES PROVIDED BY THE EDUCATIONAL AND INSTRUCTIONAL PROGRAMS OF THE VIRGIN ISLANDS. DUE TO INCREASED STUDENT ENROLLMENT AND OUTDATED TEXTBOOKS AND MATERIALS, IT IS ESSENTIAL TO PURCHASE NEWER AND ADDITIONAL TEXTS. SUPPLEMENTAL SCHOOL SUPPLIES WILL ALSO BE DESPERATELY NEEDED WITHIN THE NEXT FIVE YEAR PERIOD.

I ASK YOU TO CONSIDER THE VIRGIN ISLANDS' POSITION IN THE CARIBBEAN. THIS WEEK WE CELEBRATE THE 70TH ANNIVERSARY OF THE TRANSFER OF THE VIRGIN ISLANDS FROM DENMARK TO THE UNITED STATES. VIRGIN ISLANDERS ARE PROUD OF THEIR U.S. IDENTITY. PART OF THAT IDENTITY IS OUR RELATION TO THE MAINLAND SCHOOL SYSTEMS AND ITS STANDARDS. WE ARE LOCATED IN THE MIDST OF NEWLY INDEPENDENT ISLANDS. FROM THIS PERSPECTIVE WE CONSIDER IT IMPORTANT TO ASSERT A STRONG U.S. MODEL. A DIRECT INDICATOR IS THE CARE WE TAKE IN THE EDUCATION OF OUR CHILDREN.

BECAUSE OF THE INABILITY OF THE GOVERNMENT OF THE VIRGIN ISLANDS TO COPE ON ITS OWN WITH COMPLIANCE TO P.L. 91-225, TO EDUCATE ALL CHILDREN REGARDLESS OF CITIZENSHIP, I AM REQUESTING THE REAUTHORIZATION OF THE GENERAL ASSISTANCE TO THE VIRGIN ISLANDS IN THE AMOUNT OF TWENTY-FIVE MILLION DOLLARS ($25,000,000) SPREAD OVER A FIVE YEAR PERIOD.

THE FUNDS PROVIDED UNDER SECTION 1524 WILL BE USED TO UPGRADE OUR PHYSICAL FACILITIES THROUGH CLASSROOM RENOVATION AND CONSTRUCTION, DEVELOP CURRICULA AND EXPAND REMEDIAL EFFORTS. THIS PLAN WILL SERVE AS THE CATALYST TO EFFECT MANDATORY CHANGES IN OUR PUBLIC SCHOOL SYSTEM. IT IS DESIGNED TO PROVIDE ADDITIONAL TANGIBLE EDUCATIONAL BENEFITS TO OUR CHILDREN AND TO DEVELOP CHANGES IN OUR CURRENT EDUCATIONAL CURRICULUM PRACTICES.

ON BEHALF OF THE PEOPLE IN ALL THE TERRITORIES, I AM REQUESTING THE REAUTHORIZATION OF SECTION 1525 OF P.L. 95-561, THE TERRITORIAL TEACHER TRAINING PROGRAM, IN THE AMOUNT OF TWO MILLION DOLLARS ($2,000,000) PER YEAR FOR A PERIOD OF FIVE YEARS TO BE SHARED BY ALL OF THE TERRITORIES. THIS PROGRAM HAS PROVED TO BE VERY BENEFICIAL BY PROVIDING A MORE STABLE TEACHING FORCE.

THE PROGRAM IS DESIGNED TO BUILD THE POOL OF LOCAL TEACHERS WITH A VIEW TOWARDS REDUCING THE HAZARDOUS RELIANCE ON TEACHERS FROM THE MAINLAND. SEVERE PROBLEMS HAVE RESULTED FROM SUCH RELIANCE. MAINLAND TEACHERS ARE OFTEN NOT PREPARED TO COPE WITH THE CULTURAL DIFFERENCES BOTH IN THE ISLAND COMMUNITIES AND IN THEIR STUDENTS. THE RESULT IS A PROBLEM BOTH IN QUALIFICATION AND CONTINUITY.

SINCE THE PROGRAM'S INCEPTION, IN THE VIRGIN ISLANDS ALONE, SIXTY-SIX (66) TEACHERS HAVE EARNED THEIR BACCALAUREATE DEGREES

IN TEACHER EDUCATION. OVER THE PAST TWO SCHOOL YEARS, ELEVEN (11) TEACHERS HAVE BEEN CERTIFIED BY THE VIRGIN ISLANDS BOARD OF EDUCATION AS CERTIFIED PROFESSIONALS IN THEIR RESPECTIVE DISCIPLINES. OF THE SEVENTY-SEVEN (77) TEACHERS TRAINED AND CERTIFIED OVER THE PAST SIX YEARS, SEVENTY-ONE (71) ARE STILL TEACHING IN THE TERRITORY'S SCHOOLS. THIS RETENTION RATE OF 92 PERCENT IS INDICATIVE OF THE PROGRAM'S SUCCESS INSPITE OF THE LOW LEVEL OF FUNDING.

HOWEVER, THE NEED TO CONTINUE THE TERRITORIAL TEACHING TRAINING PROGRAM IS VITAL IN ORDER TO UPGRADE THE SKILLS OF TEACHERS IN THE TERRITORIES IN THE VIRGIN ISLANDS, FOUR HUNDRED AND NINETY-SIX (496) TEACHERS HAVE BEEN IDENTIFIED AS NOT HAVING BACCALAUREATE DEGREES OR ARE DEGREED BUT DO NOT MEET THE MINIMUM CERTIFICATION STANDARDS. THE DEPARTMENT OF EDUCATION/UNIVERSITY OF THE VIRGIN ISLANDS COOPERATION AGREEMENT, CAN, ON AVERAGE, TRAIN NINETY-THREE (93) INDIVIDUALS PER YEAR FROM 1988 THROUGH 1993; A RATE ESTIMATED TO MEET THE CURRENT SHORTFALL IN PROFESSIONALLY PREPARED TEACHERS IN THE SYSTEM.

WHILE EACH TERRITORY HAS DEVISED VARYING PROGRAMS TO MEET ITS INDIVIDUAL SITUATION, THESE PLANS HAVE THE COMMON GOALS OF TRAINING RECRUITED TEACHERS, SPECIALISTS AND ADMINISTATORS TO UNDERSTAND AND COPE WITH THE UNIQUE CULTURAL AND SOCIAL ASPECTS OF THE COMMUNITY, AND TO IMPROVE THE TEACHING METHODOLOGY. THIS

HAS RESULTED IN AN INCREASE IN TEACHER EFFECTIVENESS AND A DECREASE IN THE HIGH TEACHER TURN-OVER RATES. IN ADDITION, THE DEPARTMENT OF EDUCATION IN THE RESPECTIVE TERRITORIES HAVE IDENTIFIED HIGHLY QUALIFIED TEACHER AIDES, PARAPROFESSIONALS, AND GIFTED SECONDARY STUDENTS AND ENCOURAGED THEM TO PURSUE CAREERS IN THE TEACHING FIELD.

THE PROGRAM HAS EXTENDED EDUCATIONAL OPPORTUNITIES FOR LOCAL RESIDENTS WHO HAVE PREVIOUSLY WORKED IN THE SCHOOLS, GENERALLY AS NON-DEGREED TEACHERS AND PARAPROFESSIONALS, AND HAS RESULTED IN AN INCREASE IN QUANTITY AND QUALITY OF LOCAL RESIDENTS WHO HOLD TEACHING POSITION, PROVIDING FOR GREATER CONTINUITY OF INSTRUCTION.

THUS, WHILE MAJOR STEPS HAVE BEEN TAKEN, THERE IS STILL A NEED FOR ADDITIONAL FUNDING TO COMPLETE THE JOB IN THE VIRGIN ISLANDS, AND I BELIEVE THIS IS TRUE FOR ALL OF THE TERRITORIES. I URGE YOU TO REAUTHORIZE THESE TWO PROGRAMS, BOTH OF WHICH HAVE A VITAL IMPACT ON THE ABILITY OF THE UNITED STATES VIRGIN ISLANDS TO EDUCATE ITS CHILDREN.

Chairman HAWKINS. Thank you, Ron.

Mr. Goodling, do you have any questions?

Mr. GOODLING. No. Thank you, Mr. Chairman.

Chairman HAWKINS. I think the committee has expressed its approval of what you have said. We are delighted that you are highly supportive of the continuation of this program in the omnibus education bill. We look forward to your assistance when the bill reaches the floor.

Mr. DE LUGO. Thank you, Mr. Chairman.

Chairman HAWKINS. Thank you, Ron.

The hearing today will concentrate on a number of individual programs that will be included in the omnibus bill when it is reported from the committee. This is the last hearing in a series of hearings on expiring elementary and secondary education programs. We hope that the witnesses will present their testimony in the most succinct way possible, so that we can have an opportunity to question the witnesses after the prepared statements have been accepted.

Today the panel will consist of witnesses presenting their individual views on a variety of programs. We will begin with Mr. Bruce Carnes, the deputy undersecretary of the Office of Planning, Budget, and Evaluation, of the U.S. Department of Education. He is accompanied by Mr. Thomas Corwin, acting director of the Division of Elementary, Secondary, and Vocational Education, Office of Planning, Budget, and Evaluation.

Other members of the panel include: Mr. Arturo Vargas, National Council of La Raza; Ms. Nona Gibbs, magnet coordinator of the Flint Community Schools, Flint, Michigan; Mr. Leroy Lee, president of the National Science Teachers Association, who is accompanied by Mr. Bill Aldridge, executive director of the National Science Teachers Association; Dr. June Scobee, chairman of the board of the Challenger Center for Space Science Education, Friendswood, Texas; then finally, Dr. Eric Cooper, chairman of the Ad Hoc Committee for Effective Schooling; and he is accompanied by Mr. Dan Levine, member of the Ad Hoc Committee for Effective Schooling.

Would those witnesses be seated, please?

I think the witnesses may be better to be closer to the table on my left, and over to your right, if there is no further room at this table.

All right. We will listen first to Mr. Bruce Carnes, deputy undersecretary, Office of Planning, Budget, and Evaluation.

Mr. Carnes, we welcome you again to the committee and look forward to your testimony.

STATEMENT OF BRUCE CARNES, DEPUTY UNDER SECRETARY, OFFICE OF PLANNING, BUDGET, AND EVALUATION, U.S. DEPARTMENT OF EDUCATION; ACCOMPANIED BY THOMAS CORWIN, ACTING DIRECTOR, DIVISION OF ELEMENTARY, SECONDARY, AND VOCATIONAL ANALYSIS, OFFICE OF PLANNING, BUDGET, AND EVALUATION

Mr. CARNES. Thank you very much, Mr. Chairman. It is a pleasure to appear before this committee and to respond to your invita-

tion to discuss our proposal on teacher training and improvement. I have a statement which I request be submitted in its entirety for the record, and I will summarize it very briefly.

Chairman HAWKINS. Without objection, it will be so ordered.

Mr. CARNES. Thank you. I am pleased to be here, Mr. Chairman, to support H.R. 1619, the Christa McAuliffe Teacher Training and Improvement Act, introduced in the House by Representatives Fawell and Gunderson, and a companion measure, S. 511, which has been introduced in the Senate by Senator Grassley.

Mr. Chairman, this bill will significantly improve the ability of our educational system to provide high-quality instruction in all disciplines to our Nation's school children. Let me briefly indicate the areas of activities that would be supported.

Our proposal would authorize support for programs that would provide in-service education for teachers and administrators in order to improve their subject matter competence in teaching and administrative skills. It would provide recognition for excellent performance by teachers and administrators. It would provide opportunities for training of teachers in the skills needed to maintain an orderly classroom environment conducive to learning.

It would attract qualified persons from business and the professions, including retired military personnel, into teaching. It would encourage outstanding teachers and administrators to remain in education and, as a secondary objective, improve the pre-service education of America's teachers and administrators.

Let me just conclude by saying, Mr. Chairman, that I have seen programs, such as the kind that we are advocating, in operation. When I was with Secretary Bennett when he was chairman of the National Endowment for the Humanities, we created a series of programs very similar to these in the humanities disciplines. They were for elementary and secondary teachers. We saw them work. We visited a number of the programs. We were amazed at the intensity of intellectual curiosity and enthusiasm that we saw in the teachers in the seminars and institutes that we visited.

The application volume to participate in these programs was tremendous. All the participants were wildly enthusiastic about these programs. In our subsequent discussions with various groups and organizations, there is none that we are aware of that has objection to any of the substance of this proposal in terms of the activities that we are going to support. Everyone knows that these activities work. They are tremendously successful.

Teachers bring the renewed intellectual vitality that they get from these programs back into the classroom. They are very successful programs. I hope that the committee will look favorably upon this proposal. Thank you.

Chairman HAWKINS. Thank you.

Does Mr. Corwin care to supplement anything that you said, Mr. Carnes, or is just available for questions?

Mr. CARNES. Yes, sir.

Chairman HAWKINS. Thank you both.

[The prepared statement of Bruce Carnes follows:]

Prepared Statement of Bruce M. Carnes, Deputy Under Secretary for Planning, Budget and Evaluation, Department of Education

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today in support of H.R. 1619, the Christa McAuliffe Teacher Training and Improvement Act, introduced by Representatives Fawell and Gunderson. A comparison measure, S. 511, has been introduced by Senator Grassley in the Senate.

Mr. Chairman, this bill will significantly improve the ability of our educational system to provide high-quality instruction in all disciplines to our nation's school children. As you know, Mr. Chairman, a number of recent reports on the condition of American education have recommended that the training and quality of the teacher force be improved substantially in the years ahead. There are several reasons why such upgrading is badly needed. First, teachers and administrators seldom have the opportunity to receive quality inservice education or pursue research and rigorous study in order to stay current in their subject areas. Second, education has not established mechanisms for attracting and training talented people from other fields who want to become teachers. Third, many current teachers will reach retirement age in the coming decade, and we will need to attract large numbers of high caliber candidates to the teaching profession. Finally, outstanding teachers and administrators often do not receive the rewards and recognition typically available to other professionals.

The Christa McAuliffe Teacher Training and Improvement Act would support the improvement of teaching and administration in the public and private nonprofit elementary and secondary schools of the United States. We think there could be no more fitting tribute to Christa McAuliffe than to provide for the Nation's elementary and secondary school educators an opportunity to expand and deepen their subject-matter and professional knowledge and to engage in serious intellectual activity.

In our decentralized system of education, the responsibility for improvement of teaching and teacher education lies principally with governors, chief State school officers, and other officials at the State and local levels. Yet because of the national interest in educational excellence, it is also appropriate for the Federal Government to encourage and provide some support for State and local efforts in this area. The Christa McAuliffe Teacher Training and Improvement Act would recognize this limited Federal role by authorizing support for programs to:

(1) provide opportunities for in-service education of teachers and administrators in order to improve their subject matter competence and teaching and administrative skills;

(2) provide recognition for excellent performance by teachers and administrators;

(3) provide opportunities for training of teachers in the skills needed to maintain an orderly classroom environment conducive to learning;

(4) attract qualified persons from business and the professions, including retired military personnel, into teaching;

(5) encourage outstanding teachers and administrators to remain in education; and

(6) as a secondary objective, improve the preservice education of America's teachers and administrators.

This legislation is submitted as an amendment to Title II of the Education for Economic Security Act, which authorizes the existing Science and Mathematics Education program. The bill would also replace the current Christa McAuliffe (formerly Talented Teacher) Fellowships, Leadership in Educational Administration Development (LEAD), and Territorial Teacher Training programs. We believe that a program of broad Federal support for teacher improvement is preferable to an array of narrow categorical programs that may not match the needs of individual States and communities.

While we fully support the objectives of the current Science and Mathematics Education program, we believe it can be improved considerably by broadening its authority to serve teachers in all academic disciplines and by removing the burdensome administrative requirements--such as the formula allocation and need analysis requirements and the requirement for LEAs to obtain a waiver in order to use funds for other than science and mathematics inservice training--and funding set-asides that hamper current program operations. The Department would continue to implement projects to improve instruction in science and mathematics with funding from the Christa McAuliffe Teacher Training and Improvement Act.

The bill would authorize $80 million for fiscal year 1988 and such sums as are necessary for succeeding fiscal years through 1992. Of the amount appropriated, up to 20 percent would be set aside by the Secretary of Education for projects of national significance and the remainder would be made available to the States. Of the State portion, one percent would be used for programs serving the Outlying Areas and the schools supported by the Bureau of Indian Affairs, and 99 percent would be allocated to the States, the District of Columbia, and Puerto Rico on the basis of their respective numbers

of children aged 5 through 17, inclusive. Any State that desires to participate in the program would submit an application, every three years, containing a description of priority areas for the use of funds under the Act and procedures that the State will use for soliciting applications and selecting projects to be funded. The State would also describe how teachers at private nonprofit schools would be assured of equitable participation in the programs and benefits of the Act.

States would be required to distribute at least 90 percent of their allocations to eligible recipients (local educational agencies, institutions of higher education, private schools, and other public and private institutions and organizations) for the conduct of locally based teacher training and improvement programs. Up to 5 percent of the State's allocation could be used for State administration, and any remaining funds would be used for teacher training and improvement activities carried out at the State level.

State and local activities would include in-service education for teachers and administrators to improve their subject matter competence and teaching and administrative skills; retraining of teachers who wish to move into new subject areas; and programs for persons outside the teaching profession who wish to enter teaching but lack course work in education. If State needs in these areas have been met, funds could then be used for activities to improve the preservice teacher education programs in order to attract the most academically capable high school and college students into the teaching profession. Programs to recognize excellent performance by teachers and administrators and programs for the exchange of professional personnel between education and other fields would also be authorized.

States would be encouraged to fund projects carried out by a broad range of service providers, including cooperative projects bringing together the resoures of different organizations and institutions. In addition, States would be required to give priority to improving the teaching of English, mathematics, the natural and physical sciences, the social sciences, the humanities (including foreign languages), and other academic subjects.

As previously mentioned, the Secretary would be authorized to retain up to 20 percent of the appropriation for nationally significant projects of research, development and testing, demonstration, data collection, and dissemination. Such projects might include summer institutes for advanced study by teachers and administrators; development of industry-education exchange programs; grants to institutions of higher education to develop and test innovative teacher education programs; and model programs to train teachers in maintaining an orderly classroom environment.

During my tenure at the National Endowment for the Humanities, we established a program of seminars for teachers similar to programs that could be carried out under our proposed legislation. This program enabled high school teachers to spend the summer studying under the tutelage of a distinguished college or university scholar. I personally visited many of these programs around the country and found that they were tremendously successful and popular with teachers. Many teachers told me that, for the first time in their professional lives, they were being treated as intellectuals.

Because the Christa McAuliffe Teacher Training and Improvement Act would make funds available under a flexible grant mechanism that can be used by the States for improvement of teaching and educational administration in all fields, it would be the best means of providing Federal support for efforts to meet the challenges of teacher quality and supply in the schools of our Nation. The Department of Education recommends prompt and favorable action on this legislative proposal.

My colleague and I will be happy to respond to any questions you may have.

Chairman HAWKINS. The next witness is Mr. Arturo Vargas, National Council of La Raza.

STATEMENT OF ARTURO VARGAS, NATIONAL COUNCIL OF LA RAZA, WASHINGTON, DC

Mr. VARGAS. Thank you Mr. Chairman. Mr. Chairman, before I begin my testimony, allow me first to express the National Council of La Raza's appreciation for your leadership in ensuring that limited-English-proficient children in this country are properly educated. We enthusiastically support legislation which you have introduced, along with Congressmen Martinez, Kildee, and Richardson, which ensures that effective services for limited-English-proficient children will continue.

Mr. Chairman, and members of the subcommittee, my name is Arturo Vargas, and I am senior education policy fellow at the National Council of La Raza, one of the largest national Hispanic organizations.

I appreciate the opportunity to appear before you to offer testimony on the reauthorization of the Emergency Immigrant Assistance Act. The National Council of La Raza supports the reauthorization of this program. This legislation was created to assist school districts that have been affected by changing immigration patterns. It appears that the program is accomplishing what it was designed to do: channeling Federal assistance to school districts with the greatest need, to appropriately serve the immigrant children.

As this committee considers reauthorization, we would like to suggest areas in which the program can be improved to better serve immigrants in the United States. School districts that receive Federal assistance under this act are not presently required to report to the Department of Education the purposes for which the funds are used. While it appears that there has been appropriate targeting of school districts, data are not available concerning how funds are spent.

We believe that it is consonant with the principles of fiscal responsibility and programmatic accountability that the Department of Education be required to collect these data and make annual reports to Congress. In the absence of this information, we can only speculate as to the use of the funds.

But the specific needs of immigrant children and adults are very clear. Immigrant children are typically limited-English-proficient, may or may not have had previous schooling experiences, and may have gone through the trauma of war. These same experiences are often shared by their parents. Adult immigrants are themselves often limited-English-proficient, are unfamiliar with the American educational system and process, and may consider themselves unable to participate in the education of their children.

While school districts must ensure that they have the fiscal capacity to serve this population, the most important use of these funds is to ensure adequate instructional programs for immigrant families. Schools should ensure that immigrant children receive appropriate language support and educational services.

Judging by experience, war and strife may also require counseling and related support from trained school personnel.

Let me add that these funds are badly needed. The Council finds it ironic that the Department of Education is requesting the termination of the Emergency Immigrant Assistance Act which provides the ultimate flexibility in Federal assistance, while it is seeking to weaken the Bilingual Education Act.

It is even more amazing to us that the Department of Education contends that services provided under this act can be met by other severely underfunded programs, such as bilingual education and Chapter 1. Language services are desperately needed for immigrant adults.

Congress has appropriately focused on the literacy problem in the United States, but the literacy needs of the limited-English-proficient population have not received adequate attention.

It is irresponsible, as some have done, to fault immigrants and even native-born Americans who are limited-English-proficient for their lack of English proficiency. The truth is that literally hundreds of thousands of adults across the country are being turned away from adult English classes because of lack of resources and capacity.

Mr. Chairman, I would like to submit for the record articles from around the country that demonstrate the lack of English classes for adults.

Chairman HAWKINS. Are you requesting that those be entered for the record also?

Mr. VARGAS. Yes, sir.

Chairman HAWKINS. Without objection, so ordered.

Mr. VARGAS. The National Council of La Raza has long been an advocate of opportunities for limited-English-proficient adults and children to become English proficient. We would like to commend Congressman Martinez for his leadership in this respect, and enthusiastically support legislation which he has sponsored, the English Proficiency Act, H.R. 579.

The need for adult English classes for the immigrants community is further compounded by the English language and civics requirements for legalization under the Immigration and Control Act of 1986. Many eligible immigrants may be prevented or deterred from legalizing their status due to insufficient English language services.

Because this situation is an emergency, the Emergency Immigrant Assistance Act would be an effective vehicle in addressing this situation. Congress should seriously consider a requirement, a set-aside, or a priority in this act for the purpose of providing adult English instruction. This is needed to ensure that individuals seeking to adjust their status pursuant to the new immigration law are not faced with additional barriers to legalization.

The committee should also clarify the congressional intent in the immigration law. The current proposed regulations limit the type of English language providers to QDE's, schools, and State-certified organizations. The instructional infrastructure to serve this population must be expanded. Community-based organizations can play a critical role in helping to meet the overwhelming need and must be included in this process.

CBO's are often the most successful institutions in reaching and serving this hard-to-reach-and-serve population, and experts in the

field, such as Jonathon Kozol, and organizations deeply concerned with the issue of adult literacy, such as the Business Council for Effective Literacy, have testified to the effectiveness.

Finally, I would like to address the issue of resources. The Emergency Immigrant Assistance Act is currently authorized at $40 million and funded at $30 million. Given the magnitude of the need, this program is dramatically underfunded. While we are all cognizant of fiscal constraints, investing in human potential and in the future leaders of this society seems to us the wisest and most appropriate use of national resources.

The National Council of La Raza strongly suggests that Congress expand the Emergency Immigrant Assistance Act to ensure that all immigrants are appropriately served. More information about the immigrant community in the United States is needed.

Among the many organizations concerned with this population is the Ford Foundation, which has funded a two-year study to examine the condition of immigrant children in the schools. This study will be completed by the fall, and its findings will have significant implications for Federal policy.

In summary, the National Council of La Raza recommends that Congress reauthorize and expand the Emergency Immigrant Assistance Act; focus the program on the most urgent needs of immigrant families; consider a requirement, set-aside, or priority in the act for the purposes of assisting individuals who seek to adjust their status pursuant to the Immigration Reform and Control Act and comply with the English language and civics requirements; strengthen, not weaken, other programs which serve immigrants and limited-English-proficient children and adults, including the Bilingual Education Act, the Adult Education Act, and Chapter ; enact programs which effectively address the need for literacy classes for this population such as the English Proficiency Act; and allocate significantly more funds to assist school districts in this area.

Thank you for your attention this morning.

[Supplemental material submitted by Arturo Vargas follows:]

The Los Angeles Times

16 Part I/Wednesday, February 25, 1987

Alien Law Puts Strain on English Classes

By LEE MAY, *Times Staff Writer*

WASHINGTON—Many illegal aliens seeking legal residency under the new immigration law are unaware that they must gain a "minimal understanding" of English, and the requirement is severely straining already overburdened language programs, education and immigrant rights officials say.

Public school officials in several cities with large immigrant populations—including Los Angeles and New York—say that their English-language programs are underfunded and beset with long waiting lists. The officials say that the programs will be unable to accommodate the expected flow of immigrants who seek legal resident status under the landmark law.

'Onslaught of New Applicants'

"We cannot respond to them," said Gabriel Cortina, assistant superintendent for adult and occupational education for the Los Angeles Unified School District. "A great onslaught of new applicants will have to wait." He said that his system has 192,000 adult students studying English as a second language and at least 40,000 on waiting lists.

Angel Gonzales, assistant superintendent for multilingual services in the Houston school system, said that the 17,000 students already studying English as a second language there "are putting a strain on us" and have focused needed attention on a chronic problem.

The fact that many immigrants do not know of the requirement aggravates the problem, immigrant activists say. "Everybody is taken by surprise when I tell them it's required," said Linda Wong of the Mexican American Legal Defense and Education Fund.

Moreover, many people have complained that the federal proficiency tests in English are not standardized and therefore are difficult to prepare for. Currently, various INS offices are using different criteria for language skills.

The English requirement itself is controversial. James J. Lyons, legislative counsel for the National Assn. for Bilingual Education, called it "a tremendous obstacle" to achieving legal status for many and said that it destroys "a dream that was held out" to illegal immigrants.

The immigration measure, signed into law on Nov. 6, offers legal status to illegal immigrants who have lived continuously in the United States, except for brief absences, since before Jan. 1, 1982. Also eligible are farm workers who worked at least 90 days during the year ending last May.

Starting next May 5, INS will begin taking applications in a two-step process that can lead to citizenship. The law says that before anyone can be granted legal status he must demonstrate a "minimal understanding of ordinary English and a knowledge and understanding of the history and government of the United States" or show that he is "satisfactorily pursuing a course of study" in these areas.

INS estimates that 100,000 agricultural workers and 3.9 million other illegal immigrants will apply for legal status. It is not known how many of these people will need to study English to qualify, but activists fear that the number will be substantial.

In the Coachella Valley of California alone, 85% of the estimated 10,000 illegal immigrants—including Middle Easterners, Mexicans and Central Americans—will need tutoring, said Ventura M. Gutierrez, regional coordinator for the nonprofit One Stop Immigration and Education Center.

Anticipating the increased demand for English classes, officials in schools and rights groups have launched educational campaigns to coordinate a response to the new law, and they are lobbying their state legislatures and the federal government for increased funding to programs that teach English to immigrants.

Many Calls on Funds

The immigration law will provide $1 billion to reimburse states for money they spend on social services to implement the law, but the money must cover a wide range of services. And these "impact-assistance grants" will not start until fiscal year 1988, which begins Oct. 1.

Meanwhile, many immigrants are trying to sign up for courses that are unavailable, said Lori S. Orum, director of the innovative education project at La Raza, a Latino rights organization. She said that people have telephoned La Raza, with a "great deal of concern, and, in some cases, hysteria" because they cannot enroll in the programs.

For most of the illegal immigrants, private courses are not an option, activists say, because they are too expensive. For example, at Berlitz Language Centers, a language course costs from $350 to $5,000, depending on the number and intensity of classes, said John Bennett, district director for several East Coast states.

At the Immigration and Naturalization Service, Richard Norton, associate commissioner for examinations, said that the agency is taking a series of steps to "minimize the impact" of the English requirement.

He said the agency is compiling "a fairly long list" of voluntary agencies that will be authorized to teach English.

BUSINESS COUNCIL FOR EFFECTIVE LITERACY

ADULT LITERACY: PROGRAMS · PLANNING · ISSUES A Newsletter For The Business Community

VOL 1 NO 10 JANUARY 1987

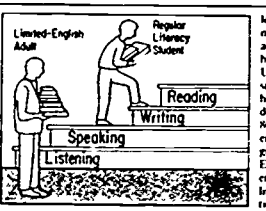
By
Harold W McGraw, Jr
Chairman McGraw Hill Inc
President BCEL

This issue of our Newsletter marks BCEL's third birthday and frankly we're rather pleased about that for we feel we've added a dimension in the battle to reduce functional illiteracy and that we've made an impact Much has happened in these three years and while BCEL can hardly take credit for much of it it is gratifying to know we've helped

Three years ago there were thousands of professional and volunteer literacy providers in the field but to millions of their fellow citizens their efforts and the scope of the problem they were facing were too little known and too little supported Fortunately we have seen continued growth in the number of providers but as importantly there have been real advances in awareness of the need and in the committed resources of states cities businesses and general foundations to support them

There is so much remaining to be done however that even in marking birthdays there is no room for complacency But it is a time to reflect on the strides that have been made which serve us all as a stronger base on which to keep building the additional literacy services still so badly needed for today and tomorrow And while much of BCEL's efforts are aimed at convincing business to get involved and to support providers in the field this is perhaps an opportune time and place to remind the business community that even a relatively small birthday present to BCEL will help tremendously toward ensuring the continuation of our work in the coming year

One of the biggest challenges facing business is their need for qualified entry level workers The demographics have created a substantial decrease in the youth entry level population of just a few years ago and refugees and immigrants arriving at the rate of a million a year represent a major change in the composition of the pool of persons available for entry level jobs At the same time the requirements for basic communication and literacy skills are increasing in most such jobs especially in the faster growing service industries For these persons to fill and hold the jobs that will be needed businesses will have to take a more active role in developing basic skills and language instruction both internally and through external educational partnerships as discussed in the feature article of this Newsletter ■



In the months since the rekindling of the Statue of Liberty's torch "landmark immigration bill has been signed into law a movement to declare English the official national language has won a major electoral victory in California, and tens of thousands of adults who can't speak English have been turned away from overfilled classes throughout the country

Immigration and the role of English are issues very much on the minds of Americans as 1987 begins and they promise to increase in prominence and urgency as demographic forces dramatically alter the population and the economy in the coming years

The new immigration law offers legal status or amnesty to aliens who can prove they entered the U S before 1982 The Immigration and Naturalization Service estimates that up to 2 6 million of the 6 million or so illegal immigrants residing in the country will be eligible The law also provides penalties for employers who knowingly hire illegal aliens in the future Many believe this feature will help the country regain control of its borders by reducing work opportunities for illegals (while others point to the need for the cheap labor of illegals who fill jobs scorned by Americans) Some experts question however whether this will happen claiming that the new law will actually increase the flow of legal immigration as millions of relatives are permitted to join their newly legalized family members

English-Only Laws

In November California voters by a 3 to-1 margin approved a constitutional amendment declaring English the official state language Few would argue that the U S should remain an English speaking nation but the law's opponents fear that newcomers without language skills might be denied essential support from public assistance services due to the lack of bilingual personnel The tone of last year's campaign for the amendment has also caused concern with some observers suggesting that the campaign was not pro-English as much as anti-immigrant which they equate with nativist movements decrying the waves of Germans Irish Italians Jews and others who came earlier to our shores

Ironically "English-Only" laws in California and elsewhere have not included provision for funding English language instruction Nationwide the demand for classes far exceeds the supply Education officials in Los Angeles estimate for example that up to 40 000 adult [illegible] be turned away from classes this year In New [illegible] CUNY about 6 000 are on waiting lists for English classes and substantially larger numbers may have been "lost" because most providing groups don't bother or aren't able to maintain wait lists This state of affairs exists according to Marian Schwartz the Mayor's Coordinator for Youth Services despite the fact that "the system has tripled its capacity in the past three years "

Recent reports further illustrate the scale of the problem A survey released recently by the U S Department of Education has found that 37 percent of adults classified as illiterate don't speak English at home Of those 82 percent were born outside the U S 21 percent entered the country within the past six years and some 42 percent are living in neighborhoods in which a language other than English is predominant The most staggering finding is that up to 86 percent of the non English speakers who are illiterate in English are also illiterate in their native language Another study by the National Assessment of Educational Progress reveals dramatically lower literacy levels among minorities and half of those whose literacy skills were too limited for the study's simulation tasks were young adults unable to speak English

That attention is focusing more and more on the circumstances of limited English speakers is timely because this segment of the population is growing rapidly in size and importance Up to one million persons including undocumented entrants and refugees are entering the country every year Legal immigrants come primarily from Asia Mexico Central and South America and the Caribbean, and a full 75 percent of undocumented entrants are from Mexico (50 percent) and Central and South America

(cont'd on p 4)

CONTENTS:

BCEL Editorial	1
Literacy In A New Language	1
News In Brief	2
Tools Of The Trade	3
Recipe For Literacy	3
The Year 2000	7
Corporate Literacy Action	7
Available from BCEL	8

NEWS IN BRIEF

VISTA Literacy Corps Set Up

Two million dollars was recently appropriated by Congress to VISTA for literacy activities in 1987. VISTA, the national anti-poverty agency that serves people of all ages and economic levels throughout the country, currently has 600 volunteers working in 112 literacy programs in 40 states. The new funds will be used to establish a VISTA Literacy Corps that would train new community volunteers to tutor adult non-readers. The Corps will focus on programs operating in underserved areas with the highest concentration of illiteracy and people living at or below the poverty level. Projects teaching reading at 0-4 grade levels to high risk populations and parents of disadvantaged children between the ages of 2 and 8, and statewide programs that encourage the development of new literacy efforts. Guidelines on the new Literacy Corps will be available this month. For more information contact Shelly Reed at the national VISTA headquarters, 806 Connecticut Avenue, NW, Washington, DC 20525 (202) 634-9445.

NAB Retraining Project Launched

Broadcasters are often in a unique position to overcome barriers to social change and be catalysts for community action on such issues as basic skills. With this in mind, the National Association of Broadcasting has received government funding for a study on how to reach and motivate semi-skilled or low-level workers who are likely to lose their jobs as their skills become outdated. The first part of the study will focus on working people who on their own have tried to learn new skills or recently changed jobs. These individuals will be interviewed to find out why they sought help, what obstacles they encountered, how they implemented their decisions, what factors influenced them, and what advice they would give others in their situation. The study will then develop selling themes to motivate workers who have not yet considered retraining. The project will mobilize local support by organizing retraining task forces, initially in five test markets, drawn from business, labor, education and civic organizations. One agency in each community will act as coordinator. Once the area's needs and agenda have been defined, local broadcasters will launch an intensive public awareness drive on radio and television. This will be followed by a sustained public service campaign to publicize the retraining programs available in each community and to encourage local workers to participate. For further information contact Don LeBrecht, Executive Director, Broadcast Industry Council to Improve American Productivity, National Association of Broadcasters, 1771 N Street, NW, Washington, DC 20036 (202) 429-5330.

Targeted Jobs Tax Credit Renewed

The Targeted Jobs Tax Credit program, which trains hard-to-employ people in basic skills while they work at entry-level jobs, encourages employers to hire these individuals by offering a federal tax credit of up to 40 percent of the first $6,000 in wages earned by an employee for one year of work. Employers can also take an 85 percent credit on the first $3,000 of summer employment wages. The Senate recently approved an amendment to its 1987 spending bill that would provide $75 funding for this program and Congress has approved a three-year extension of the TJTC as part of its tax reform package.

Illiteracy in the Civil Service

The Civil Service Employees Association, representing 300,000 workers in New York, recently commissioned a study to assess the reading and math levels of its members working in state government. The study found that 30 percent of the workers functioned below an 8th grade reading level and 21 percent below 6th grade. Math levels were significantly lower. Plans are being made to develop a reading skills program for civil service employees in New York State. Locations have not yet been selected. Contributions will be sought from private industry and foundations to help support the project. For more information contact Diane Wagner, Governor's Office of Employee Relations, Corning Tower, 23rd floor, Albany, NY 12223 (518) 473-3939.

Fund for Literacy Development

The groundwork for a major federal literacy effort was laid by Reps. William Goodling and Augustus Hawkins who recently introduced the National Fund for Literacy Development Act (H.R. 5607). The bill would authorize $5 million of seed money toward a national pool of literacy funds to be maintained with private contributions. The fund, which would give grants to local organizations for literacy activities, would be run by an 11 member national board of public figures drawn from politics, sports, business and education. Reps. Goodling and Hawkins will be working on this bill as well as on other literacy initiatives in their role as leaders of the Congressional Task Force on Illiteracy. For more information contact Elaine Wicker, The Congressional Clearinghouse on the Future, Room 555, House Annex #2, U.S. Congress, Washington, DC 20515 (202) 226-3434.

Year of the Reader

President Reagan has signed a resolution declaring 1987 the "Year of the Reader" encouraging programs, ceremonies and activities aimed at restoring the act of reading to a place of preeminence in our personal lives and in the life of our Nation. More than a dozen agencies including the American Booksellers Association and the American Library Association will use this slogan as their 1987 theme. The *San Francisco Chronicle* has helped set up an office to plan and coordinate "Year of the Reader" activities. Projects at the regional and local level are being developed by statewide book offices affiliated with the Center for the Book of the Library of Congress.

In the States

- **Colorado** Literacy Action continues as the coordinating agency for volunteer literacy efforts statewide. In two years, the number of volunteer programs has expanded from five to twenty. Earlier this year, a Colorado Council for Literacy was formed with membership including the Governor, religious and business leaders and others.
- The **Florida** Literacy Coalition is developing an illustrated brochure for dissemination to clients of various state agencies. The brochure aims to recruit new literacy students. The 30,000 people who take the oral driver's test each year are special targets.
- In **Illinois**, calls to the statewide Literacy Hotline jumped from 281 in August to 1,453 in September when the PLUS broadcasts were aired.
- **Pennsylvania** enacted its first Adult Literacy Act in October, making $2 million available for basic skills programs statewide.

TOOLS OF THE TRADE

Discover Total Resources: A Guide for Non Profits published by the Mellon Bank is a comprehensive, highly detailed checklist that nonprofit organizations can use to assess how effectively they are tapping the full range of community resources available to them - not just money but also people, goods and services. The publication contains a self examination section with 19 questions to help an organization define its goals, accomplishments, strengths, weaknesses and needs. A

section on money deals with internal financial management, earned income, and all aspects of fundraising including the ins and outs of individual solicitation door-to-door canvassing telethons and direct mail campaigns. In addition, the report describes the main kinds of foundations that exist and 11 key steps in all grantseeking efforts with them. There are also extensive sections on people, goods, services and communications marketing, as major resources to be sought. Other resources are also discussed along with practical tips on how to use them. To get a free copy of this excellent report contact Sylvia Clark, Mellon Bank Corporation, One Mellon Bank Center, Pittsburgh, PA 15258 (412) 234-3275.

Gifts In Kind is a network that encourages companies to contribute noncash resources to nonprofit organizations. The program brings together corporate donors with nonprofit recipients working primarily through United Way agencies. It also coordinates transportation, storage and distribution of goods. Among the products most in demand are vehicles, computers, furniture, projection equipment, and typewriters. Literacy groups seeking donations should contact their Local United Way. Gifts In Kind coordinator. Companies which want to contribute goods should contact Susan Corrigan, Gifts In Kind Inc., 701 N. Fairfax Street, Alexandria, VA 22314.

More Classics to Read Aloud is a graded book containing selections from Shakespeare, Lewis Carroll, Mark Twain, O. Henry and other great writers. The book is especially arranged by educator William Russell for both children and beginning adult readers. It is $15.95 and is available from Crown Publishers Inc., 225 Park Avenue So., New York, NY 10003.

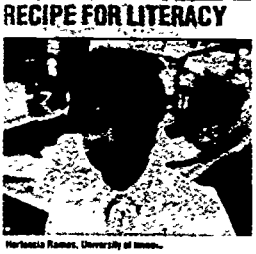
TG Tutor is a series of educational videotapes to help viewers increase their vocabulary and improve basic skills. Among the topics covered are one syllable words and how they combine to make longer words, the days of the week, antonyms, and forming sentences. For information about the series contact TG Tutor, 7608 Branding Iron Court, Bakersfield, CA 93390 (800) 338-8867.

Books for Adult New Readers is an annotated bibliography of over 500 quality in print books evaluated by librarians, educators and adult readers for adults who read at 7th grade or below. The list includes general fiction, mysteries, classics and non fiction. All categories contain indexing and other data useful to librarians. The book can be ordered for $10 ($11 in Canada) from Project LEARN, 2230 Euclid Avenue, Cleveland, OH 44115.

Read Aloud is a series of over 100 great literary classics on tape with complete word for word transcripts read by such well known stars as Alan Bates, Claire Bloom, Dick Cavett, and James Mason. The program also includes an instruction guide for teachers. The series is available from ALS Audio Language Studies, Inc., One Colomba Drive, Niagara Falls, NY 14305 (716) 298-5150 or (800) 387-9023.

Adult Literacy: A Policy Statement and Resource Guide for Cities was prepared by the Mayors' Task Force on Literacy of the U.S. Conference of Mayors. The report contains a resource guide for mayors, examples of effective public awareness activities, and components of successful literacy programs, as well as a list of general resources and research contacts. Contact U.S. Conference of Mayors, 1620 Eye Street, NW, Washington, DC 20006.

RECIPE FOR LITERACY



Hortensia Ramos, University of Illinois.

Five years ago Hortensia Ramos, Director of Food Services at the University of Illinois, noticed that a serious problem was brewing behind the dining room doors. At least 12 percent of the University's 300 kitchen workers were unable to read. Half of them were non native speakers. The rest came from rural communities and had little formal education. Their excuses and errors were typical of the functionally illiterate. Supervisors claimed to have forgotten their glasses. Helpers reached for the wrong ingredients. One cook even tried to memorize 1,000 recipes. Clearly, something had to be done. These employees had to be either dismissed or helped.

For Ms. Ramos there never was a choice. A native of the Philippines who had learned English as a second language herself, she thoroughly understood the obstacles her workers had to overcome and she was determined to help them. "With adults there is a good deal of shame and embarrassment associated with being illiterate," she said. "We simply explained to our employees that there is nothing to be ashamed about, that we can help them do their work better."

Ramos was already well known to students and faculty for her creative approach to residence hall dining. Among other things, she had initiated a gourmet restaurant where college students could dine on fine fare inexpensively once a week. She also had a lot of experience working with special populations including job placement for Vietnamese and Cambodian immigrants and vocational training in food services for ex-offenders and mentally-retarded adults.

Working with John Muirhead of the Urbana Adult Education Center, she helped set up a remedial education program for any food service and housing employee who scored lower than sixth grade in their basic skills. (In fact most who took the test scored at first grade or less.) Under the program, the University permits workers to take off two hours a day, two days a week to attend classes in one of the campus private dining rooms. The Urbana Adult Education Program contributes a teacher and course materials. Students receive 30 minutes of one to one tutoring from literacy volunteers at every class. Employees can take the course for six semesters or more if necessary. So far, about fifty people have enrolled in the program, with fifteen adults participating this semester.

Worker morale has soared. Absenteeism is down and productivity is up. Ramos has seen her employees go from pre school reading levels to high school diplomas and the general level of professionalism among other workers on campus has risen as a result of the program. "Seeing their self-esteem growing is most important to me," she says. "I feel very strongly about my people, about how valuable they are to our organization. I see how hard they try."

Ramos has become an articulate spokesperson for her cause and the project's success has given her work a great deal of visibility. She has received two awards from Illinois literacy groups for her outstanding and innovative efforts and last summer she testified in state hearings. She is determined to see even more progress in the years ahead.

(For more information contact Andrea Lynn, Office of Public Affairs, University of Illinois, 807 South Wright Street, Room 331, Champaign, IL 61820, 217-333-2177.)

LITERACY IN A NEW LANGUAGE

(cont'd from p. 1)

This population is having a significantly beneficial effect as a youthful infusion into our aging labor force. The baby-boom generation, which married later and waited longer to start families, has created a current shortage of young people needed to fill jobs. "Through the year 1994 we will see diminishing numbers of [indigenous] young people ages 16 to 24 entering the labor force. It will be the year 2000 before we begin to see an increase," says Ronald Hutcheon, Associate Commissioner of the federal Bureau of Labor Statistics. "We are seeing several responses to this phenomenon. Businesses are recruiting older workers, they are seeking to employ handicapped individuals, they are raising wages, and they are recruiting immigrants."

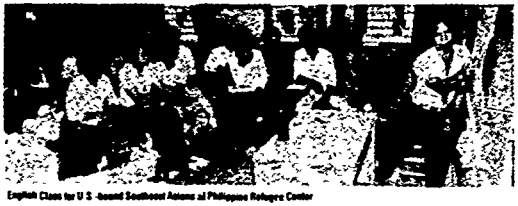
New Immigrants/New Minorities, a recent report by the American Council on Life Insurance warns, "For the newest immigrants, labor force participation rates will be higher than those for the population as a whole. Most of these immigrants come to America in their early twenties and thirties and immediately look for work. [Lack of] adequate training in job techniques as well as the English language may pose problems for the employers of tomorrow. Communication difficulties may arise particularly if no serious attempt is made to integrate these immigrants into the mainstream of American society." Indeed, BCEL contacts in the business community indicate that health, food, and other service industries already depend heavily on this population and are faced now with having to address their communications and basic skills needs. And it must be kept in mind that young minorities will be making up an increasingly larger part of the entry level workforce in the years to come.

Population Profile

According to the 1980 Census, about 64 percent of the multi-cultural mosaic making up the nation's limited English population speaks Spanish at home. One of four Hispanics report speaking English poorly or not at all. The National Commission for Employment Policy estimates that nearly half of those aged 14-21 who live in Spanish-speaking households have limited English proficiency. And using Adult Performance Level criteria, 56 percent of Hispanics over 18 would be classified as functionally illiterate.

The Hispanic communities across the nation are very diverse.

- Mexican Americans, located mainly in California and Texas, may be recent arrivals or descendants of families dating back generations. Demographers predict that Mexican immigration to the U.S. will increase the new immigration law not withstanding due to the weak economy there and the low-skill jobs available in this country.
- Puerto Ricans, living primarily in New York and New Jersey may be recent arrivals from the island mainland-born or workers who migrate between island and mainland. Half of all mainland Puerto Ricans have annual incomes less than $10,000 and half of those below $5,000.
- Marielitos, unlike the predominantly successful business and professional Cuban Americans who arrived in the early sixties, arrived in the 1980 boatlift and have faced a more difficult resettlement.
- Central Americans flow into the U.S. primarily from villages in rural Nicaragua, Guatemala and El Salvador. They have little previous exposure to life in an urban setting, little or no educational background and often cannot read or write in Spanish. Their resettlement problems are compounded by their illegal status here putting critical health and social services beyond reach.



English Class for U.S.-bound Southeast Asians at Philippine Refugee Center

Asians are the other major limited-English group. Those who arrived in 1985 as a result of changes in immigration policy at the time were largely Chinese, Korean and Japanese from urban settings. As a group they have distinguished themselves in education, business, and the professions. The 800,000 refugees who have arrived since 1975 (from Vietnam, Laos, and Cambodia) face a much tougher resettlement. They are mostly rural villagers, with problems similar to those of the Central Americans. (Southeast Asian men arrive here with an average of six and half years of education, the women have less than four.)

Other newcomer groups (25 percent of the total) include Haitians, Afghans, Ethiopians, and East Europeans, each with its own special problems.

A Note on Schools & Schooling

It should be noted that up to one-third of those added to the ranks of limited English speakers every year are not newcomers to our shores, but the products of our schools. Hispanic dropout rates are known to be especially high, ranging between 50 percent and 80 percent in the nation's largest cities. High school reforms come too late for these young people, as they are often over age for their grade level and drop out before reaching high school. In fact, predictions are that the stricter promotion and graduation requirements at the core of high school reform are likely to result in greater rates of failure and even lower self esteem for these minority students because of low funding for remedial education and a shortage of bilingual faculty to fill even the currently funded positions.

Survival Issues

Newly-arrived refugees in particular face numerous practical survival problems--obtaining housing and clothing, figuring out how to use public transportation, community services, and supermarkets, enrolling children in school. On top of these social adjustment stresses, many suffer severe psychological distress stemming from their lives back home or the circumstances of their departure. They have fled hostilities in their towns and villages, suffered and sometimes witnessed the loss of family members and friends, and been beaten and raped on escape routes by sea, desert or wilderness. They arrive in this land and culture bereft of the support of family, community and their own culture's practices for dealing with stress, and they need significant mental health assistance.

For all the adversities, refugee and other immigrant groups have one advantage over indigenous limited-English speakers who are members of established minority groups. According to BCEL Advisor William Bliss, an expert in language education, "Refugees often prove to be exceptionally resilient. While the pain they have endured may remain with them for years, they often come to sense that arrival here represents a new beginning, an opportunity to rebuild their lives. They were most often members of the majority culture in their country of origin and haven't been subject to the American minority experience. They haven't inherited a legacy of discrimination, urban decay and welfare dependency. So their expectations and motivation are high, and the American dream is alive for them." The point is that it is as tough, maybe tougher, to address the skills, survival and employment needs of the nation's long-established minority language communities as it is these same needs among the new arrivals.

Communication and Culture: A Two-Way Problem

Usually literacy is thought of as the reading and writing skills required by persons who already speak English. Indeed, many English-speakers "get by" without these basic skills by using spoken language or the help of friends, co-workers, and family members.

Limited-English speakers can't get by in this way, however, because they don't know how to listen, comprehend and utter the spoken language. Thus, *ESL experts consider the development of speaking and listening skills to be a prerequisite for learning to read and write.* The purpose of these "pre-literacy" skills is to enable the newcomers to manage the immediate tasks of every day life--banking, shopping, talking on the phone. But the limited-English speaker also needs communication skills for the workplace, even in the most basic entry-level jobs. Though workers frequently learn routine tasks by watching demonstrations of co-workers, the reality is that routines are interrupted, new assignments are given, and equipment breaks down. Workers need to be able to inform supervisors about problems, and supervisors need to be understood when they give instructions and make requests.

Carol Svendsen of Metropolitan State College in Denver observes that "It is not enough for workers to listen mutely and follow orders. They have to verify their understanding of what they need to do before making serious mistakes. They have to ask questions about specific parts of instructions. When something happens they were not prepared for by their training, they have to indicate the nature of the problem. And they have to do all this in a polite way in order to stay on good terms with the supervisor or co-worker."

Staying on good terms brings the "cultural" aspect of literacy into play--that is, newcomers must know what behavior is appropriate and expected. American expectations regarding punctuality, dress, hygiene, and other such matters are often quite different from those of other cultures. Thus, employers are baffled when immigrant employees fail to call in sick, resist taking orders from women or younger people, ask questions about the price of clothing or other items, and produce pungent odors in company microwaves at lunch hour.

Literacy 85 in Minnesota found in a recent survey of Indochinese employees that their most common problem was an inability to understand instructions and procedures, often leading to costly mistakes or injuries. Unable to communicate the real difficulty or to discuss a personality conflict or salary issue, they prefer to avoid conflict and even resign instead of risking confrontation or appearing dumb. Many feel that small talk on the job is irresponsible and that one should work diligently and silently. For their part, employers reported that their Indochinese employees often seemed standoffish or uncommunicative.

In short, employer and employee alike have a tremendous need for greater cultural awareness. Moreover, the new-language employees face a special hurdle in acquiring the basic skills of reading and writing, because they must first acquire listening and oral communications competence. Similarly, employers and others who seek to prepare these people to function in the workplace and in their everyday lives face a special challenge.

Major Funding & Service Paths

The Adult Basic Education Program. The largest effort to provide ESL instruction is the federal state ABE program. ABE serves about 850 000 limited-English speakers annually (about one-third of the total enrollment). Federal and state expenditures for ABE's ESL instruction are about $34 million annually, not including significant additional state and local funding not centrally tallied. Instruction takes place primarily through programs operated by the public schools and community colleges. Courses almost exclusively offer a "General ESL" basic grammar and vocabulary curriculum or a "Survival ESL" life-skills curriculum. The classes usually are free-standing, with no support services available.

Refugee Assistance Agencies. These programs provide a fuller range of instructional and support services to adults with official refugee status who have arrived within the past 36 months. (Most new arrivals, especially those from Mexico and Central America, are therefore not eligible.) The Office of Refugee Resettlement of the U. S. Department of Health & Human Services estimates that its programs will have a national ESL enrollment of 19 500 students in FY87, at an estimated cost of $36.5 million. A variety of community service agencies, education entities, and refugee self-help groups (known as Mutual Assistance Associations or MAAs) actually provide the instruction and related services. "Survival ESL" classes use a competency-based curriculum that designates life-skill performance objectives. Vocational English classes include language training for general employment or occupation-specific English for a particular job or cluster of jobs. An array of support services is available in some cases, including job counseling, training, and placement. Programs operated by social service agencies may also offer family counseling, child care, and education in health and nutrition.

Department of State. The U. S. Department of State operates intensive English cultural and work-orientation programs for Southeast Asian refugees at camps in the Philippines and Thailand. Short orientation programs also are offered for Eastern European refugees at training sites in Austria, Italy, and Germany, and for refugees from countries in South Africa at a training site in Botswana. About 36,000 students received instruction in these places in FY 86 at a cost of $18 million. The programs for Southeast Asians are indeed intensive: students participate in 500 hours of instruction over a 20-week period, an effective use of their time as they await resettlement in the U. S. The focus is on teaching English in the context of specific tasks that the new entrants will have to perform in their daily lives, and on developing general employment communications skills. These activities are reinforced with native language instruction about American culture and the American workplace. The teachers are English-speaking Filipino and Thai nationals, with Americans serving as supervisors, trainers, and curriculum developers.

Vocational Education Program. Funds from this program also provide services to limited English speakers, but to a very limited degree because this is not a mandated target group. A few innovative federal Bilingual Vocational Training programs combine vocational ESL training with job-skills training, beginning with the students' language and using increasing amounts of English as proficiency is acquired. The states allocate varying amounts of their vocational education funding for programs for limited-English speakers, with job counseling, placement, and follow-up services often provided.

JTPA. Through the Job Training Partnership Act, a multi-billion dollar enterprise, instruction is given to about 22,000 limited English speakers (usually in a range of local skills-training programs. Unfortunately, this is not a designated target group, and in general the low-skills level of these people makes it difficult for programs to enroll them and still meet JTPA mandated job-placement requirements.

Voluntary Organizations & Libraries. The voluntary literacy organizations devote a considerable part of their resources to ESL instruction. Literacy Volunteers of America served nearly 6 000 limited English speakers last year. 30 percent of their enrollment. Laubach Literacy Action reports that 24 100 students are presently enrolled in ESL, 36 percent of their enrollment. Library programs, often affiliated with LVA and Laubach, provide additional instruction, though their focus is on the English-speaking population. New funding from Title VI of the Library Services and Construction Act is enabling many library systems to strengthen their role in ESL by adding language learning texts and native language reading materials to their collections.

Community-Based Organizations. An especially important source of ESL help are the community-based organizations (see BCEL's April 1986 Newsletter). The sources of funding for CBO's range from individual and corporate contributions to foundations, churches, and United Way agencies. Unfortunately, only limited state and local funding is available, and federal ABE funds are generally not distributed to CBOs. Nevertheless, these groups, which take many forms and operate in many different community settings, are uniquely positioned to attract the neediest students who would not seek help elsewhere, and because they are so strongly oriented to individual and community needs, they have a substantially lower dropout rate than other kinds of programs.

Penal Institutions. The nation's prisons are another source of ESL instruction, with funding provided by correctional education institutions, the ABE program, and various state sources. But the services are tremendously limited, not only in ESL but in the provision of basic skills generally. (See BCEL's October 1986 Newsletter.)

Migrant Programs. JTPA and the Migrant Education program are the main sources of support for ESL instruction for migrant workers, but together they provide only very limited service and funding.

Business & Industry. A final venue for ESL instruction are the programs of business and industry. Some companies provide beginning English to their entry-level employees. Others offer more advanced English training to employees in need of new skills or in line for promotion. Instruction is usually contracted to a local educational provider, though in a few cases an in-house training capability is developed. Programs generally run for an hour, two to five times a week, often on partial or full released time from work. However, experience indicates that while a company may have several local training programs, they are usually not coordinated, resulting in duplication in the development of models and teaching materials.

Program Models

The organizations and groups that provide ESL instruction are as diverse as the adults they serve. Here is a sampling, with a focus on collaborations between public institutions and the private sector.

• The City University of New York operates ESL programs at 12 locations. "Students attend right on campus, which for an adult is a dignifying experience," says Regina Perrugo, Associate Dean. "Adults can be very sensitive about having to attend very basic courses, but for all anybody knows, they could be on their way to physics class." CUNY has developed an "access continuum" that enables students to move from ESL and literacy instruction to high school equivalency preparation and then into college classes. Campus libraries, recreational facilities, learning labs, and other resources are available to the ESL students. Three locations offer classes in Spanish and Haitian Creole as a bridge to ESL.

• In Orlando, the Orange County public schools operate a "Job Site" Project," giving ESL instruction to groups of 15 or more employees during release time. Curriculum writers assess employers' training priorities, technical language, key information in hand books and manuals, and safety procedures, and they also identify cross-cultural needs. At one site, the Buena Vista Palace Hotel, housekeeping, laundry, and food and beverage workers attend classes on the employee cafeteria five days a week, even on their days off. Teacher Sheila Smith at Daniels Manufacturing says that "management was so impressed with the employees' motivation to learn English that many supervisors asked to study Spanish." A project curriculum writer on the Job-Site Project staff points out, "It's a no-lose situation. The school system reaches students it's committed to serving, the employers obtain essential training services, and the employees receive instruction that can make a difference in their jobs and their lives. Everybody wins."

• In Boston, companies such as Digital, Data-General, and Blue Cross/Blue Shield contract with the Continuing Education Institute for employee ESL classes. The students often already know the job-specific technical language. What they need is the

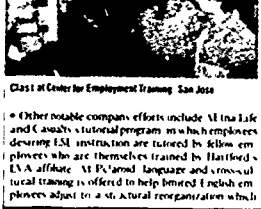
LITERACY & LANGUAGE

(continued from page 5)

general communication ability says CLI director Lloyd Dowd. Thus, a key goal is to tie ESL instruction to further education opportunities. Dowd notes that "ESL is not a motivator in itself for people who have been in the same job for ten years. The motivation is the opportunity to achieve something more, such as the high school degree. Many employees continue in the job site cl... s and ultimately earn their diplomas."

• At the Chinatown Resources Development Center in San Francisco, students spend six weeks in intensive ESL and then move into a program of bilingual vocational education in which their time is divided between study and serving as interns in an area company. There's only so much you can teach them in the classroom," says Evan Hung, education director. "The classroom can't really simulate the workplace, so we let them continue their training in the work environment." Two hundred companies are involved in the program. An advisory committee of employers meets monthly to review curricula. Hung adds that skills are always being updated, job requirements are constantly changing these days. If you don't keep up with this, employers will wind up training students in the wrong skills." Sixty percent of the students stay on as employees after their internships end.

• The Center for Employment Training in San Jose combines vocational ESL and occupational training with life skills in parenting, stress management and consumer education. The program is an excellent model of cooperation and partnership: social work students at San Jose State provide counseling services; students from U.C. Berkeley and Santa Clara serve as tutors. Libraries are sites for supplemental literacy instruction. Local companies donate most of the equipment needed and over 100 business and industry representatives serve on an Industrial Advisory Board. "Through the Board, we can adapt quickly to rapid changes in the local economy," explains project director Carmen Plasido. "For example, we are now closing our electronics classes and expanding word processing, data-entry and computerized accounting." Companies often loan a staff member so that students can be custom trained for the language and skills required for a particular job.



Class at Center for Employment Training, San Jose

• Other notable company efforts include Aetna Life and Casualty's tutorial program in which employees deserving ESL instruction are tutored by fellow employees who are themselves trained by Hartford's EVA affiliate. At Polaroid, language and cross-cultural training is offered to help limited English employees adjust to a structural reorganization which requires workers to interact intensively in newly formed teams. The Southland Corporation is phasing ESL classes for employees in their 7-Eleven convenience stores in Dallas, Coral Gables and other locations and plans to expand the effort to help entry-level employees improve their English and prepare for promotion to customer-contact positions.

• Innovative users of the media to teach English and provide essential information include Philadelphia's English by Radio broadcasts, Arlington's cable TV programs which offer native language information about shopping, health services and other community resources, and the Center for Applied Linguistics' instructional videotapes to foster entry-level workplace communications.

Looking Ahead: The Public Sector

Wait lists continue to build around the country. Even worse: thousands of help seekers, having shown great courage by just asking for help, are not being recorded at all. At the same time, inadequate funding for instructional programs for limited English speakers stands as the major obstacle to developing new programs and services and even for purchasing text books and supplies. Moreover, 50 percent of ESL instructors work on a part-time, hourly basis with no job security. The result is higher turnover and little opportunity for professional growth. In addition, the few funds available for research and development in this area are scattered to local projects lacking coordination or the capacity for dissemination.

Drawing on a 1982 study by the Northwest Regional Lab in Portland, Oregon, William Rhee estimates that a meaningful public commitment to teach English would provide, on average, about 600 instructional hours per student (a minimum for effective instruction) at an average per student cost of about $1,940. The training of one million new arrivals each year would therefore cost in the neighborhood of $1.6 billion annually, and a five year English Language Initiative to instruct those already residing here would cost another $1.4 billion a year. He properly points out that these funds should be available to the full range of institutions discussed above, especially CBOs. Given the scale of the problem, the major funding responsibility clearly must reside in the public sector with local, state and federal governments sharing the load. Along with other experts in the adult literacy field, Rhee also stresses the need for a national center having an information, technical assistance and research capacity. Programs have an urgent need for tools and guidance in almost every aspect of their operations, and this need can best be met at the federal level.

In addition to the need for new funding and legislation, it seems imperative to look for ways to get more out of existing government programs for the limited English population, regardless of whose jurisdiction the programs are under. JTPA and the Vocational Education Program, both of which are generously funded, are two obvious candidates for review, but there are many others as suggested above.

In developing a higher level of service for the diverse clientele under discussion in this article, it should be kept in mind that the transfer of illiteracy from parents to children is an important aspect of the problem. Thus, a key goal in current and future efforts must be to further develop family literacy programs. Dropout recovery efforts to bring students back to school or into alternative community programs should also be given higher priority. Indeed, in the schools themselves, special efforts are needed to assure that new language children or children from limited English homes are able to meet grade level requirements in basic subjects.

A Key Role For Business

The business community has a critical and growing stake in this problem area. Businesses are already alarmed and involved, judging from the increasing range and number that are contacting BCEL. The heavy dependence of the health care, food and other service industries has already been noted, but other kinds of businesses are also affected in varying degree and they too are beginning to give and ask for help.

Certainly, businesses have an immediate practical need to address the communication and basic skills needs of their current employees, and many will have no choice but to allocate increasing sums to programs for them. But it is also to be hoped that they will see wisdom in taking a larger view of the problem and join with the public sector in meeting the needs of the limited English groups beyond their own doors in the communities by giving grants, donating equipment and professional services, adopting a literacy program or school around the corner and providing other kinds of assistance. They should do this not just because many of these persons are their future employees, but because enabling the limited English residents of their communities to participate in the economic, social and political benefits of society will pay off in the long run.

A Final Note

Though reliable figures are not available for estimating the precise growth rate of the entire limited English population over the coming decades, nearly everyone predicts that it will grow dramatically as a percentage of the population. A Population Reference Bureau study of Hispanics and Asians, the two largest new-entrant groups, supports this prediction. According to the Bureau, Hispanics and Asians comprised 7.9 percent of the total U.S. population in 1980. This will climb to 12.4 percent by the year 2000 and 18.1 percent by 2020.

THE YEAR 2000

By the end of the century, new technology, international competition, population changes and other factors will cause the gap between workplace requirements and workers' skills to escalate dramatically unless long-range planning starts now. Two new publications deal with basic skills in the workplace, now and in the future.

Employment Policies: Looking to the Year 2000, a new study by the National Alliance of Business, anticipates labor market developments over the next 14 years and how we can prepare for them. The study cites several key demographic changes that will have long-range consequences. For example, the largest growth will be in the less well educated segments of society, which are least prepared to cope with changing technological demands. The total number of workers age youth will decline, but the number of minor-

its youth who are unemployable will increase. The number of teenage mothers and high school dropouts will also increase adding to the total pool of youth unemployment. Women will make up two thirds of the workforce and are more likely to be heads of households thereby increasing the need for child care and flexible working hours. Early retirement will remove many skilled laborers from the workforce. These trends could create a permanent skills shortage and increase the number of dislocated workers and adult illiterates. Even entry level workers would require training before they could be hired and those on staff would need constant updating of skills.

(Up to ten copies of the report are available free of charge from the National Alliance of Business 1015 15th Street NW Washington DC 20005 202 289 2925.)

Occupational Literacy Education by R. Timothy Rush Alden Moe and Rebecca Sturlis reviews the basic skills requirements of ten different occupations accounting clerk auto mechanic electrician maintenance worker draftsman heating air conditioning mechanic industrial maintenance mechanic licensed practical nurse machine tool operator secretary and welder. The book recommends instruction methods oriented to job applications and features extensive word lists for each occupation.

(Copies are available for $10.25 $6.25 for members from the International Reading Association 800 Barksdale Road PO Box 8139 Newark DE 19714.)

CORPORATE LITERACY ACTION

Aetna Life and Casualty Foundation American Thermoplastic Company H J Heinz Company Foundation Hunt Foundation Mellon Bank Midland Ross Company Pittsburgh Post Gazette Pittsburgh Press the **U S Steel Foundation**

American Express Shearson Lehman ARCO ARA Services and **Sun Company**

IBM

Ashland Oil Foundation

South Central Bell

Courier Journal

Humana Inc

Aaron Foods Co Universal Printing and Publishing Watkins Flowers of Distinction Carolina Copy Center McDonald's Raleigh Office Supply WRAL TV

Cafe Miguel

Cigna Corporation

The Cincinnati Post

Cleveland Electric Illuminating Company

Jones Day Reavis and Pogue

Delmar News Agency

Atlantic Coast Independent Distributors Association

Denny's Restaurant

Field Corporation

Gannett Foundation Houston Chronicle

Southwestern Bell Gibraltar Savings The Houston Sun

Gulf Life Insurance Company

Hightower Oil Company

Innovations of Dallas

Kelly Girl

Kelly Springfield Tire Company Halsey Taylor Thermos

Life Insurance Public Relations Council

Long Island Railroad

Los Angeles Chamber of Commerce

Times Mirror Company Los Angeles Herald Examiner

Management Solutions

McDonald's

Michie Company General Electric Comdial B Dalton Bookseller WPED Radio Newcomb Hall Bookstore

Pittsburgh Press

Public Service Company of New Mexico The Albuquerque Tribune KOAT TV Digital Equipment Corporation

Reader's Digest

Chemical Bank

The Rocky Mountain News

South Carolina Electric & Gas Company Lockheed Corporation Charleston News Company American Speedy Printing

Sun Corporation Mellon Bank

Training

United Technologies Pratt & Whitney

The Washington (DC) Gas Light Company

The Washington Journalism Center

AVAILABLE FROM BCEL

• Issue I of the *BCEL Bulletin* is a how to do-it guide for businesses wishing to staff up or consider employee volunteer literacy projects as a way to assist literacy programs in their communities Practitioners and planners in the field may also find the publication useful Copies are available at no cost for up to 6 and at 25¢ per copy thereafter (Issue 2 of the Bulletin Developing A Basic Skills Program For Your Own Employees is scheduled for publication by Spring Details will be given in the April Newsletter)

• More than 110 000 of BCEL s leaflet *Functional Illiteracy Hurts Business* have been distributed so far to local literacy programs for use in their appeals to business It gives specific suggestions to business on how to help and programs can insert their names and addresses on the back flap Copies are available at no cost for up to 25 and at 5¢ a copy thereafter

• Back issues of the *Newsletter* are available at no cost for up to 6 copies and 25¢ per copy thereafter Newsletter articles may be reproduced without permission but must be reproduced in whole A copy of the publication in which material is used should be sent to BCEL

• BCEL s *State Directory of Key Literacy Contacts* is an aid for businesses that want to explore ways to provide funding or other help to adult literacy programs in their states and communities State and local planning groups may also find the directory useful Copies are $5 each

• *TURNING ILLITERACY AROUND An Agenda For National Action* consists of two BCEL monographs which assess the short and long term needs of the adult literacy field and present recommendations for public and private sector action The set is available for $10

• *PIONEERS & NEW FRONTIERS* is a BCEL monograph which assesses the role potential and limits of volunteers in combating adult illiteracy Copies are $5 each

NOTES ON ORDERING As a small organization BCEL does not maintain a billing system Thus where a charge is involved your order must be requested in writing and be accompanied by a prepayment check made out to BCEL Sales tax need not be added

The *Business Council for Effective Literacy* is a publicly supported foundation established to foster greater corporate awareness of adult functional illiteracy and to increase business involvement in the literacy field BCEL officers and staff interact with literacy programs and planners around the country - continually assessing their activities needs and problems - so as to provide guidance to the business community on the opportunities for involvement and funding BCEL s work is carried out largely through a varied publications and technical assistance program

Business Council for Effective Literacy
1221 Avenue of the Americas—35th Floor
New York N Y 10020 (212) 512-2415 2412

The New York Times

October 13, 1986

Adult English Courses Pressed by Immigrants

By LYDIA CHAVEZ

The demand for adult English classes among non-English-speaking residents of New York is so strong that thousands of people are on waiting lists, and education officials say they could easily double their enrollment if the money and space were available.

Despite a twofold increase in classes since 1984, administrators compared the registration lines for English classes this fall to those usually endured only for tickets to a rock concert. In the end, about 17,000 people enrolled in public classes and an estimated 10,000 in classes in private schools.

While the demand has always been greater than the available classes, the number of new immigrants — both legal and illegal — is increasing, according to officials. Moreover, the new immigrants generally have less formal education than their predecessors and require a more complex array of services, including basic education, job training and, in some cases, literacy classes in their own language to enable them to learn English.

Educators said the response to English classes for adults underscores the strong desire among newcomers to become proficient in English, at a time when supporters of a nationwide campaign to declare English the national language are arguing that immigrant groups must be forced to learn the language

'A Hunger to Learn English'

"There is a hunger to learn English, almost a desperation," said Alan Wagner, assistant project head for the New Americans Project at the Queens Borough Public Library. "To the people we serve, the classes are critical."

According to one teacher, the curriculum should include vocabulary such as "reload" and "light indicator" so that the student will be able to perform such common jobs as operating a photocopier.

State and city officials recognized the tremendous need several years ago, and in 1984 increased funds to $20.6 million a year from $5 million for adult literacy programs, which include instruction in English as a second language and basic education.

Most of these classes are widely advertised, but one educator said they would probably fill up quickly even if they relied only on the community grapevine.

Educators said that about 500,000 people in the city do not speak English fluently. The city receives more than 86,000 new immigrants a year, compared with 80,000 in the 1970's, according to Emanuel Tobier, an economics professor at New York University's School of Public Administration. In addition, he said, an estimated 35,000 to 40,000 illegal immigrants enter the city annually.

The Board of Education provides about 75 percent of the free English classes, with the remaining given by the City University of New York, the public libraries and community organizations.

"We could expand a lot more in the libraries and in community-based organizations," said Marian L. Schwarz, coordinator of the Mayor's Office of Youth Services. "Many made proposals for expansion that we could not fund."

Regina S. Peruggi, director of the City University of New York's Literacy Program, said the program could probably expand by 25 to 30 percent but would find it hard to house the new classes.

Financing Is Problem

The main hurdle in expanding, even where space is available, Mrs. Schwarz said, is finding new sources of financing. Neither the state nor the city plan a substantial increase in funds in the near future, educators said.

Twenty years ago, educators said, adult education was a brief stage in an immigrant's acculturation. However, changes in immigration patterns and high drop-out rates among the indigenous population have compelled educators to develop services beyond basic English classes.

Nearly half of the students in adult education classes come from Spanish-speaking countries, more than half are unemployed and 12 percent receive some form of public assistance, according to a report by the Literacy Assistance Center, an umbrella organization for adult education classes. In addition, there is an indigenous population of functionally illiterate adults estimated at 1 million to 1.5 million in the city.

Extra Demands on Funds

These new needs mean that the money for adult education must be stretched to not only meet the demand for basic English classes, but for basic education, and high school equivalency classes as well.

There are also pilot programs to teach immigrants who are illiterate in their own language how to read and write first in Spanish or French, for example, so that it will be easier to teach them English.

Judy Moser, the director for adult education programs on Manhattan's West Side, said the most difficult students to teach are those who have either spent years in the United States without learning English or those who are functionally illiterate in their native language.

Mrs. Peruggi agreed that it was more difficult to teach an illiterate student English, but she said that most adults were more interested in learning English first before becoming literate in their own language.

Los Angeles Times

Circulation: 1,103,456 Daily / 1,368,105 Sunday | Wednesday, September 24, 1986 | CC/10b Pages | Copyright 1986 / The Times Mirror Company | Daily 25¢

Efrain Diaz / Los Angeles Times

Lines of those seeking English classes Tuesday at the downtown Evans Community Adult School

English Courses

Immigrants—a Rush to the Classrooms

By ELAINE WOO,
Times Education Writer

Alan Mendelsohn, a counselor at Evans Community Adult School in downtown Los Angeles, is not joking when he says he can say "No more classes" in four languages. It is a message he has had to deliver repeatedly since school opened two weeks ago.

This year, Evans and other adult schools up and down the state have been flooded with desperate pleas from thousands of hopeful students—primarily recent immigrants—who want to enroll in classes to learn English.

40,000 Rejections

In the Los Angeles Unified School District alone, officials estimate that 40,000 adults will be turned away from English as a second language (ESL) classes, twice the number who were rejected last year. The demand for classes is occurring not only downtown but in the San Fernando Valley, Hollywood, the Wilshire corridor and parts of South-Central Los Angeles that have attracted large numbers of non-English-speaking immigrants in the last few years.

The surge in demand occurs against an ironic background of the Proposition 63 campaign, which would declare English to be the state's official language, and is widely regarded as an anti-immigrant measure intended to reduce support of bilingual programs and force newcomers to learn English.

As the waiting lists suggest, and conversations with the ESL students confirm, many immigrants already have all the incentive they need to learn English. All they

Please see ENGLISH, Page 29

Los Angeles Times

ENGLISH: Adult Schools Flooded by Immigrants

KEN LUBAS / Los Angeles Times

Man Lee as he learned he would be relegated to the waiting list for a class at Evans school

Continued from Page 1

want is a seat in a classroom. Although other avenues for study are available in private schools and church groups, they are no match for the public adult schools, which charge no tuition and operate during the early morning and evening hours that are convenient for people who work full time. Private schools often charge $200 to $300 a month, and many students find even the $50-per-semester fee at community colleges prohibitive.

However, from large urban districts such as Los Angeles to small suburban districts, such as Alhambra in the San Gabriel Valley, officials are reporting long waiting lists for adult English programs—and little hope that the thousands of students without classes this year can be accommodated.

"It's clearly a real pressing need throughout the state," said David W. Gordon, deputy superintendent of public instruction for the state Department of Education. According to a recent department survey, 131 out of 228 school districts have reported that they have more students than they can handle.

Limited by Law

A state law in effect since 1979 limits the growth of adult ESL programs to 2% a year. According to Gordon, the 2% cap "instituted to halt the spread of non-academic non-credit adult courses that proliferated in the 1970s. "But what wasn't anticipated," the state official said, "was the tremendous need for ESL programs that we are seeing now."

A bill awaiting the governor's signature would increase financing of adult ESL programs slightly; it proposes spending $600,000 on a variety of adult education needs, including English classes. Gordon predicted, however, that the bill would barely make a dent in the problem. Based on current projections, the state Department of Education plans to request an additional $91 million for expansion of adult ESL courses in 1988, but it is uncertain whether the money will be approved.

At Belmont Community Adult School near downtown, 1,500 people were turned away when the approximately 7,000 spaces for ESL students available this year were filled within hours after the opening of school. "It was wild," said ESL counselor Juan Jimenez, recalling the first night. "People were desperate to get in. It was embarrassing to tell them we had no room."

Salvadoran Immigrant

One of the lucky ones was Marina Torres, 34, who immigrated from El Salvador a year ago. An employee in a print shop in Vernon, Torres earns $3.85 an hour—slightly more than the minimum wage. She wants to learn English, she said through an interpreter, because she wants a better-paying job, the goal cited most frequently by ESL students. "I want a career that will better my life. People like me," Torres said. "I have a great desire to learn English."

The urge to acquire English was echoed by Yuk Fai Chan So, 61, who left Hong Kong four years ago and now lives in Monterey Park, where almost half of the population is Asian—most of them recent immigrants—and where the battle over the English-only initiative has been particularly heated. Like most of her classmates in a crowded bilingual class at Evans, she made repeated attempts to enroll in the English program at Evans before finally succeeding this year.

"If you don't know English," So said through an interpreter, "you can't function. I can't communicate with my grandchildren. Even in Chinatown, you have to have English or you can't do anything. Each step is a barrier." She said she feels terrible when a stranger addresses her in English and she cannot understand what is being said. "I fear for my safety if I can't respond."

On Tuesday at Evans, the line of prospective students began forming early in the morning and snaked out onto Sunset Boulevard. Evans, the district's largest and only full-time adult campus, had only 80 openings left in morning classes, and about 300 people had lined up to fill them.

All of the hopeful students carried white or green cards, passed out on previous unsuccessful visits to the registration office, which assured them a shot at later openings. Although most of them were told they had to return another time, they at least were ahead of the approximately 200 adults in a separate line who would hear the bad news for the first time.

Horacio Gaitan, 22, was one of the hundreds told to try again. Gaitan said he needs English to continue the college education he began before fleeing Nicaragua two years ago.

"For me, it is very important to learn English better," Gaitan said. "I want a business degree so I can have my own business. When I speak very well English, I will go to a university or college.

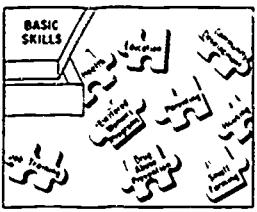
"So I will try again tomorrow. And maybe I will be lucky."

BUSINESS COUNCIL FOR EFFECTIVE LITERACY

ADULT LITERACY PROGRAMS • PLANNING • ISSUES

A Newsletter For The Business Community

VOL 1 NO 7 APRIL 1986



That people who lack basic skills are most heavily concentrated among disadvantaged minorities, the poor the unemployed and the alienated is a widely known fact Adults with minimal or no reading and writing skills accounted for up to 75 percent of the unemployed in 1982 (U S Department of Labor 1984) They comprised over one third of mothers receiving Aid to Families With Dependent Children (U S Department of Education 1982) 85 percent of the juveniles who appear in court (*Adult & Continuing Education Today* 1985), an estimated 60 percent of prison inmates (Correctional Education Association 1984) and nearly 40 percent of minority youth (Adult Performance Level Study 1977)

These groups for whom illiteracy is just one more problem in a morass of joblessness poor housing malnutrition delinquency drug abuse and social isolation are the toughest to recruit into educational programs Many steeped in the culture of poverty don't see how improving their reading abilities will make much difference in their lives They are thus the least served by programs set up specifically to teach basic skills - the Adult Basic Education program the voluntary literacy organizations and the programs of other organizations which make up the bulk of the nation's literacy system

The majority of adults enrolled in basic skills instruction today are marginally rather than functionally illiterate They tend to be attuned to middle-class norms and believe that improving their basic skills will open the door to jobs or better jobs, or a better life Typically because these persons have higher levels of competence in the basic skills to begin with they are better motivated and easier to serve And within the limits of available resources most literacy programs serve them well

Literacy in Context

By all accounts however the agents most successful in reaching and teaching those most in need of help are the community based organizations (CBO's) CBO's came into being in response to social and economic problems faced by their constituents Usually they are formed by the communities of people they serve - urban Blacks and Hispanics recreation and urban Native Americans welfare mothers farm workers and other underserved groups Usually they link their educational activities with larger community development needs In their basic skills work they do not see as their chief focus to improve the ability of their constituents to read write and cipher but to bring about a larger change within individuals and the greater community through such activities as programs for battered women health workshops parenting classes summer camps for disabled children and home construction training Their basic skills instruction occurs within these contexts

Because CBO's have close ties to the communities they serve they are able to recruit persons who would not align themselves with a public school or a program staffed by personnel from outside the community Most importantly retention rates of 65 70 percent are common as compared to 25 50 percent in mainstream programs

Despite the success of CBO's in reaching hard to reach persons they are hard to count and define as a network of providers This in parts because they operate in a wide range of settings-community centers, social service agencies, community colleges churches storefronts housing projects They also go by names that do not have "literacy" or "basic skills" in their titles-e g Barrio Education Project Boston Indian Council Center for Rural Education The Fortune Society Solidaridad Humana and New Horizons for Children

Whatever the variations among them a common thread - and the term they use to describe it is empowerment" CBO's aim to help individuals gain a better sense of themselves and their own possibilities in the world They aim to equip people with the skills they themselves think they need in order to give them more control over their own lives Literacy needs differ from one individual to another and from one (community) setting to another For an individual the goal might be to get off welfare or learn auto repair or help a child in school Or the aim might be to empower tenants groups concerned with housing issues or ethnic groups wishing to keep alive their cultural values or ex-offenders wishing to become advocates on their own behalf Within these individual and community contexts exist the ties that imbue basic skills with meaning and establish them as a requirement

The Women of Dungannon

Take the Dungannon Development Commission (DDC) for example formed in 1979 by some 50 residents of an isolated Appalachian mountain community of Virginia to bring jobs housing education and social services to the area Per capita income for the 550 people of Dungannon and the 7 000 people in the surrounding area is $4 541 with a median household income of $8 654 Over 21 percent of Dungannon's population have incomes below the federal poverty level What income there is is chiefly from small family farming and work in distant Tennessee factories or coal mines Unemployment averages around 15 percent

(cont'd on p 4)

by
Harold W McGraw Jr
Chairman McGraw Hill Inc
President BCEL

More and more businesses and business people across the country are responding to the nation's huge adult illiteracy problem Among many other things they are beginning to launch and develop grant programs to help literacy organizations at the local, state and national levels as these groups work to expand their services Many deserving and essential programs and activities are in need of their support Laubach Literacy Action and Literacy Volunteers of America are two major ones Library literacy programs are being implemented in greater number most needing financial help Programs in prisons community colleges, centers for immigrants and refugees all need more resources And important pilot programs to develop the use of computers and television for direct instruction are emerging

We at BCEL are greatly encouraged by the increasing level of business interest in the illiteracy problem and also by the promising new legislative and funding developments by some of the states But the competition among many worthwhile literacy providers for added resources to meet the widespread need is rapidly heating up In this changing situation of supply and demand it is of real concern that we do not overlook the community based organizations These CBO's have a singularly important potential for improving the basic skills of the adults who are most in need of our help the very persons who are unfortunately too often not reached by the other programs CBO's which have many settings such as community centers storefronts or housing projects are not easy to define for in addition to providing training in the basic skills they work on the overall development of desperately needy individuals and communities Their accomplishments and their potential are very considerable, however I urge you to read the feature article on CBO activities in this issue I think you will be moved as I am by the examples of their work which could benefit so greatly from our help

Short Line 50-57

Conference of Mayors Tackles Illiteracy

At its 1985 annual meeting, the U S Conference of Mayors established a Literacy Task Force, with Mayor Wilson Goode of Philadelphia appointed Chairman. The Task Force (with members from Berkeley, Boston, Cleveland, Columbus, Houston, New York, Newark, Philadelphia, and Washington, D C) met last month to initiate the writing of a report on urban illiteracy and to plan its future agenda. The report will be "the strong policy statement" called for in a resolution passed unanimously by the mayors at their 1985 gathering. It also will serve as a reference for cities wanting to become involved in the literacy problem. Plans are to distribute the report to all cities of 30,000 or more along with an appeal to become an active part of the Conference effort. For more information contact Carol Moody Becker, U S Conference of Mayors, 1620 Eye Street NW, 4th Fl Washington, D C 20006 (202) 293-7330.

Irvine Foundation Awards Literacy Grants

The James Irvine Foundation in San Francisco recently took a new program direction with the announcement of three grants aimed at improving literacy provision in California. $100,000 was awarded to Literacy Volunteers of America to establish a state level office, $16,300 went to Laubach Literacy Action to assist two communities based literacy projects in Southern California and to develop new models for hard to reach adults, and $20,000 went to the Association for Community Based Education to identify adult literacy programs in community based organizations and develop a strategy for expanding such efforts throughout the state. For more information contact Jean Parmelee, James Irvine Foundation, One Market Plaza, Steuart Street Tower, Suite 2305, San Francisco, CA 94105 (415) 777-2244.

PLUS Campaign Surges Ahead

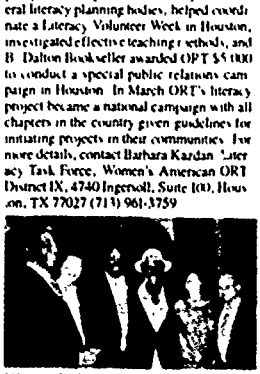
Project Literacy U S (PLUS), the major joint venture between PBS and ABC, is advancing rapidly on several fronts. ABC and PBS will air major documentaries in September. PSAs and other programming for local and national use are also under development. Affiliate stations in some 525 communities nationwide are gearing up to provide local outreach activities that will focus on linking potential tutors and students with programs of instruction. PBS will issue a bimonthly newsletter on Project PLUS as well as a series of manuals, guidelines, and other materials. In conjunction with the initiative, Senators Paul Simon (D) and H. John Heinz III (R-PA) will introduce a Senate Joint Resolution proclaiming September 1986 as Adult Literacy Awareness Month. PLUS is presently forming a Committee of 100, made up of popular entertainers, sports figures, and national leaders who will participate in TV spots and special events.

Giving Dropouts a Second Chance

Arkansas Educational Television Network, using highly acclaimed GED programming developed by Kentucky Educational Television, reports great success in its pilot effort to help high school dropouts in Arkansas earn a high school diploma. In 1984-85, 2,200 persons enrolled in "Project Second Chance" and 80 percent of those who took the diploma exam passed and graduated. Many other adults who responded but were not at a high enough level to enter the program were placed in suitable basic skills programs around the state with the result that adult education enrollment jumped from 14,000 to 25,000. Now "Project Second Chance" is going national with a one hour documentary on PBS followed by a 30 minute live local segment telling viewers how to enroll in a new series of 13 half hour lessons that will be offered by participating stations in their area. The project recently got grants from the Winthrop Rockefeller Foundation, Middle South Utilities, Kerr McGee, the Delaney Company, Combustion Engineering, the Peabody Holding Company, and Arkansas Best, but additional funding is needed to reach the total budget of $450,000. For details contact M. Cody Hauser, Director, Program Development, ALTN, 350 South Donaghey, PO Box 1250, Conway, AR 72032 (501) 329-9863.

Women's American ORT

The Organization for Rehabilitation Through Training (ORT) is the largest international non-governmental training agency in the world with more than 130,000 students enrolled in its network of vocational and technical training schools. Women's American ORT, founded in 1927, not only raises funds to support this network, but through its U S chapters encourages community action to promote quality in public education, career education, and technical training nationally. In May 1985 Women's American ORT in District IX (TX, LA, OK, NM, MO, KS) adopted adult literacy as a top priority on its agenda and formed the ORT Literacy Task Force. The task force surveyed literacy programs in eight key cities in the district and found that increased community awareness was the key to expanding services. Many new activities have since been implemented. For example, an elaborate audio-visual awareness campaign was developed to recruit volunteer tutors throughout the district. A list of suggested literacy projects was distributed to district chapters and to outside groups including business. ORT joined several literacy planning bodies, helped coordinate a Literacy Volunteer Week in Houston, investigated effective teaching methods, and, in Dallas, a bookseller awarded ORT $5,000 to conduct a special public relations campaign in Houston. In March ORT's literacy project became a national campaign with all chapters in the country given guidelines for initiating projects in their communities. For more details, contact Barbara Kardan, Literacy Task Force, Women's American ORT, District IX, 4740 Ingersoll, Suite 100, Houston, TX 77027 (713) 961-3759.



ORT Literacy Task Force with Wally "Famous" Amos

RSVP

In a partnership among B. Dalton Bookseller, ACTION, and Laubach Literacy Action, grants of $1,200 to $5,000 have been awarded to 23 projects of the Retired Senior Volunteer Programs (RSVP). Since it was launched in 1971, RSVP (which is sponsored by ACTION) has been involved in all kinds of constructive community activities. This new set of grants will provide seed money to local RSVP projects in which older adults will serve as literacy tutors, student recruiters, office volunteers, and public awareness volunteers, all in the cause of literacy. For more information contact Bill Barrett, ACTION, 806 Connecticut Avenue, Washington, D C 20525 (202) 634-9186.

No Reading, No Release

Virginia Governor Gerald Baliles recently announced a "no reading, no release" parole policy for all Virginia inmates. The American Correctional Association plans to tackle the illiteracy problem with a grant from the National Institute of Corrections. The Association will hold three regional literacy program development seminars in Bethesda, St. Louis, and Phoenix to be attended by 90 par-

ticipants from correctional institutions around the country. The seminars will focus on a teaching approach that stresses building self-esteem as well as basic skills. It will feature such relevant topics as money management, nutrition, and health. Each participant will leave the seminar with an individually constructed management plan to help develop a literacy program at his or her institution. For more information contact William Taylor, Assistant Director, Membership, Training and Contracts, American Correctional Association, 4321 Hartwick Road, Suite L208, College Park, MD 20740 (301) 699-7650.

Literacy Resources

• Operation Lift in Dallas has developed a series of 100 30-minute videotapes (in "i" format) which teach reading to adults at a 0 to 6th grade level. The series, *Readers's Guide*, is being broadcast on local television stations using a system of alphabetic phonetics. It gears instruction to visual, auditory, and kinesthetic learning styles and addresses such real life problems as how to fill out a job application or apply for a driver's license. Contact Carolyn Kribs, Operation Lift, 1309 Main Street, Suite 708, Dallas, TX 75202 (214) 742-7565.

• *Getting Yours: A Publicity and Funding Primer for Nonprofit and Voluntary Organizations* is an 84-page guide offered by the Ad Council Awareness Campaign. It gives advice on how to handle media relations, use non-media publicity, work with community resources, tap public and private funding sources, write proposals, and generate fund-raising ideas. It is available for $6.00 from CONTACT Literacy Center, PO Box 81826, Lincoln, NE 68501 (402) 464-0602.

• Literacy programs may be able to get needed help from the National Association for the Exchange of Industrial Resources, the nation's largest gifts-in-kind association. NAIR collects donations of new products from hundreds of corporations (who receive a tax deduction for their contributions) and then distributes the merchandise to its non-profit member institutions which pay an annual membership fee plus shipping and handling costs. Goods available include appliances, arts and crafts materials, audio-visual aids, books, office and paper products, tools, and telephones. For more information contact NAIR, Dept. PHL, 540 Frontage Road, PO Box 8076, Northfield, IL 60093 (312) 446-9111.

• *Functional Literacy and the Workplace* examines illiteracy as it affects workers, employers, and educators. Workplace expectations and future directions are among the topics included. Copies are $2.00 each from Order Fulfillment (Order #125), American Council of Life Insurance, 1850 K Street, NW, Washington, D.C. 20006.

• The June 1985 issue of the *Journal of Correctional Education* is devoted entirely to prison adult basic education programs that work. Copies are available for $10 from the Correctional Education Association, 1400 20th Street, NW, Washington, D.C. 20036 (202) 293-3120.

In The States: Planning & Awareness

• Colorado Literacy Action (CLA) is now publishing a newsletter and organizing training programs for local literacy organizations out of its new offices in the State Department of Education. CLA arranged a literacy awareness event for Denver on the Capitol steps, with media coverage given to speakers from the major literacy groups. Elsewhere in the state, 10 local literacy coalitions are in various stages of development.

• The Connecticut Coalition for Literacy has appointed as its chair former U.S. Secretary of Housing and Urban Development Robert Wood.

• Using Library Services and Construction Act funds, the Library of Michigan has awarded literacy grants totaling $125,000 to 16 public libraries. The Library has also recently provided space for the offices of Laubach affiliate Michigan Literacy.

• The Governor's Adult Literacy Initiative in Mississippi, coordinating several new adult basic skills projects including a new Mississippi Council on Aging program, a statewide toll-free literacy hotline, and distribution of a statewide Adult Education Directory. Twenty-five newly trained VISTA volunteers are working in 12 counties identified as having especially high illiteracy rates.

• In Texas, Governor Mark White has announced the creation of a Governor's Task Force on Illiteracy, located within the State Job Training Coordinating Council.

• In Illinois, pending legislative and gubernatorial approval of an FY87 appropriation, state funds will again be available for literacy projects coordinated by public libraries, library systems, education agencies, CBOs, or coalitions of the above.

• *Reading Comprehension From Research to Practice*, edited by Judith Orasanu of the U.S. Army Research Institute for the Behavioral and Social Sciences, analyzes a decade of research on how people learn to read.

The first third of the book consists of scholarly essays dealing with new knowledge about the processes by which people learn and comprehend. The focus is on such essential variables as the role that prior knowledge plays in understanding, how text structure and clarity influence understanding and memory, how personal attributes and circumstances affect learning, and the relation of context to effective learning and teaching.

The second third of the book discusses the implications of reading research for instructional practice and curriculum development. The final section presents case studies of six schools that have successfully translated the research findings into practice. It concludes with cases on two adult literacy programs for business that have effectively prepared workers in word processing and wastewater treatment.

The book is available in hardcover for $24.95 and in paperback for $14.95 from Lawrence Erlbaum Associates, 365 Broadway, Hillsdale, NJ 07652.

• *Effective Adult Literacy Programs: A Practitioner's Guide*, edited by Renee Lerche, summarizes the findings of a federal study to help literacy programs learn about models they might emulate to improve their operations and broaden their support.

Using interviews and survey data from more than 200 exemplary programs, the book analyzes programs in a variety of settings to see how they form, implement, and evaluate plans for adult literacy education. Programs in community-based organizations, state and local adult basic education programs, prison, military, and job training programs, and projects operating within postsecondary institutions are all treated in this comprehensive, practical review.

Among the topics examined are recruitment and public relations techniques, orientation activities and counseling, diagnostic testing and assessment, and program evaluation. The book includes model forms, checklists, and state-by-state profiles of each program used in the study. Each section ends with specific recommendations.

The book is available for $24.95 from Cambridge Publishing Company, 888 Seventh Avenue, New York, NY 10106.

CBO's (cont d from p 1)

DDC was founded on the belief that there can be no personal community or economic development without education Arrangements were made with the Mountain Empire Community College 50 miles away at Big Stone Gap to conduct classes in Dungannon's community center The center called the Depot is housed in an abandoned railroad station which with funds raised by the women of the town was moved away from the tracks and refurbished

At first, classes were mainly to prepare students for high-school-equivalency diplomas (GEDs). Later college courses were added so that students who completed their GEDs could continue with college work Students at the Depot now can earn a two-year degree in business management or education and certificates in geriatric nursing or community development Four hundred students have taken part in over 240 Depot classes conducted side by side with senior citizen activities, family reunions, dances fundraisers political meetings and pot luck suppers. An additional 60 students have enrolled in Project READ, a literacy program started in August 1985 with the help of the Lutheran Church Women of Philadelphia

Project READ's professional coordinator is Edna Compton herself a product of DDC education Ms Compton who is married and has two teenage children quit school in the 8th grade She married at 18 helped her husband on the farm, and worked in the sewing factory for 12 years before it burned down "You can t make it in farming " she says, "I had to go back to school " She enrolled in Depot classes to get her high-school diploma and then continued in the college She expects this June to get two two-year degrees Along the way she even made the honor roll "I was real proud Then (her family) said I couldn t make it "

In this community where women have been the driving force Ms Compton notes with surprise that the literacy program is now attracting men They make up over half the students and range in age from 30 to 70 Their goals are better jobs, wanting to read newspapers and maps, learning to fill out forms, write checks and read the Bible Three of the men are coal miners who realize that the more mechanized mines require more reading and writing and also that many miners today need to find other types of work One student is a foreman in the mines He s 54 years old and has finished the 5th grade but could hardly read or write when he first came to class He s made rapid progress and is almost ready for GED classes "

Aided by the problem-solving skills honed in the various classes, the total program has had a significant impact on the community

• As a result of economics classes taught at the Depot a sewing cooperative was formed that presently employs 34 people

• After the town s sewing factory was destroyed by fire resulting in the loss of 100 jobs held by women most of them heads of households, and the loss to the town of the $16 000 weekly payroll the women of Dungannon through their classes in community development began raising money and planning a new factory to be owned and operated by the town residents (It will be named Phoenix Industries, for the mythical bird who rose from its ashes)

• There is no public library in Dungannon, but a start has been made on establishing one in a community owned trailer

Most of Dungannon s women depend on meager incomes and food stamps to feed their families They also need financial aid to afford education But in the fall of 1984 they discovered that because they received Pell grants--federal Basic Education Opportunity Grants--to help pay for tuition, books, gas, and related costs, the extra income disqualified them or reduced their eligibility for food stamps. They suddenly were faced with a choice between continuing their education or providing basic nutrition for their families. Ms. Compton's family lost $66 per month in food stamps when she received a Pell grant Another family where both husband and wife received grants had a drop in food stamps from $227 a month to $15

But the students fought back eventually testifying before Congress. In April 1985, Representative Rick Boucher of Virginia introduced a bill in the House to remedy the problem and that is where the matter rests. Meantime local and national church organizations have responded with an emergency fund totaling about $12,000 The interim solution is to use these monies as a fund to reimburse storekeepers for DDC vouchers issued in lieu of the lost food stamps

Teri Vaughtrin of the Dungannon Education Committee says that "Today we in Appalachia are not so naive as to believe that there is one answer to the inequities of income and unemployment in our communities. Yet education is a major factor in finding the answers. What education offers us is the hope that we can help ourselves make our own economic progress, our own leaders, our own future for ourselves and our children. We are so determined to follow this course that we are willing to face the question of feeding our children or education because we have a hope that if we continue our children will not have to make such a decision "

New York City's Highbridge

Another CBO example this one urban is the Highbridge Community Life Center (HCLC) in New York City s South Bronx Wedged between Archbishop s West Indian Restaurant and the Sunrise Beauty Parlor the Center s appearance differs little from its immediate neighbors and the hodgepodge of stores that line the avenue mostly bars, bodegas, discount centers, and abandoned buildings. But the resemblance stops at the front door Inside, there is an array of activities and services that reach out through the devastated streets to address the needs and aspirations of the 25,000 residents of Highbridge--mostly Hispanic and Black but including elderly European immigrants, mostly women, whose families have moved away The Center is one of four HCLC sites scattered through the neighborhood for the provision of services, including literacy training.

When HCLC was first organized in 1977 adult education was not on its agenda There were other urgent needs The incidence of lead poisoning and malnutrition in children ranks among the highest in the city There is no public health facility in the immediate area Families worry about safe buildings to live in, jobs, welfare crime, their children s schooling, and a host of survival issues Before HCLC the area was virtually without services. Sister Ann Lovett the Dominican teacher and social worker who heads HCLC and was the organizing force behind its formation found from door-to-door interviews that people went for help to their building superintendent or friendly bartender Indeed it was with the help of one bartender that Sister Ann located the $175 a-month storefront facility that was to become HCLC s second site (the first is located in the nearby chapel of St Eugene s Church). At first modest support from the Archdiocese then the New York Community Trust and Morgan Guaranty Trust provided enabling funds. Present operations are funded by a variety of public and private sources.

Today HCLC programs speak to multiple community concerns including lead screening for children and other health problems, job training and family counseling; senior citizen outreach advocacy and leadership training; a free clothing exchange summer camps for children and afterschool homework assistance and remedial reading for youth It was the youth program in fact that five years after the Center s inception led to the adult basic skills program--developed in response to the expressed desire of adults themselves When it was found that their greatest need was at the lower end of the basic skills spectrum, classes were organized around broad levels of ability from zero literacy to GED preparation and English as a Second Language The fledgling program operated at first on a volunteer basis has grown into a full scale scheme with nearly 2 000 men and women presently enrolled in five-hour classes that meet twice a week, day and night It is staffed by seven professional teachers and three volunteers. Operating funds, grown to about $65 000 for each of the past two years, come from the New York State Department of Education and New York City s Municipal Assistance Corporation

An essential ingredient of the Highbridge Center is that all elements of the community pull together There is a commonality of enterprise Fifty percent of the board members and most of the staff live in Highbridge Indeed the staff is comprised mostly of program participants who learned their skills at the Center before moving into their jobs When the dilapidated store and the rundown church chapel needed rehabilitation to make them usable the nearby Wilson Publishing Corporation sent a crew to install bathrooms, windows, wiring and partitions. When painting was needed seven young men from a drug abuse program volunteered to do it (Six stayed on to work for their GEDs) The chairman of HCLC s board who owns a local commercial laundry lends trucks and drivers to collect furniture for families in need The local firemen do the moving (and if there is a plumbing crisis at the Center are on the ready) The drugstore a neighborhood hub is owned by a pharmacist who began work there as a stock boy at age 15 Now a board member and advisor to the Center s health activities, he also employs students from the Center s literacy program.

The closeness between service provider and receiver and concern with the life needs of individuals, creates fertile ground for learning by the functionally nonliterate adult Highbridge students reportedly gain an average of 1 2 years in reading and 1 5 years in math after 100 hours of instruction

In Sum: Key Features of CBO's

Highbridge and Dungannon are just two models of the great variety of CBO s in operation Just how many there are nationally is not known because they are so highly localized They rarely have links to national associations or other programs The best estimate from the Association for Community Based Education (which serves as a national voice for such groups), is that conservatively there are between 5 000 and 7 000 Their key characteristics can be summed up as follows

• They are all of the community Know community needs, and can relate to community residents

• These instructional settings are non-institutional and non threatening–located in housing project lounges, private homes, mobile trailers, the open air The Migrant and Seasonal Farm Workers Association, for example–now called the Telamon Corporation (after the Greek word for an architectural column of support)–conducts ESL and literacy classes in the migrant camps of Georgia and North Carolina. Open-air classes conducted at night, after a day's work in the fields, use buckets and stumps for seats and automobile headlights for light

• Respect for learners is valued more than teachers' academic credentials

• Some programs are staffed exclusively by volunteers, but in most paid staff work as "facilitators."

• The curriculum is based on what the participants themselves deem to be important to their own lives rather than on a standard course of study based on externally-imposed criteria and values.

• The instructional style is highly participatory with little one-to-one tutoring. Learning is usually a peer-group process involving discussion of issues, debates, creation of stories, and self-generated materials.

• Essential support services are provided for learners–day care, transportation, help in obtaining food

Telamon Migrant Workers Class

Shoestring Budgets

Most CBO's operate on budgets that range between $15 000 and $200 000 per year usually at the lower end The financial constraints they work under would be daunting to any conventional enterprise Many don't survive and if they do it is usually because of their tremendous commitment, volunteer labor, and hope

The Barrio Education Project a distinguished CBO known nationally for its creative and effective work in the impoverished Chicano community of San Antonio Texas, simply folded up after 10 years. "We just got tired " says Carolina Rodriguez, its former executive director The $75,000 in annual operating funds rarely left enough to cover her salary "Thank God my husband worked and was very supportive " The Dungannon program began with $11,000 from church contributions in 1979 and has never had more than $25 000 in operating funds in any year since

Individually, CBO's may reach only small numbers of adult illiterates, but by ACBE estimates they are collectively providing basic skills instruction to 600-700,000 persons a year Despite their known success in reaching persons at the lowest functional level, however they receive the least funding from public and private funding sources In most states, they are virtually closed out of the $ 700-300 million per year jointly provided for adult basic skills by federal and state/local matching funds under the Adult Education Act The federal intent explicitly stated in the 1978 Amendments to the Act was and is to broaden the delivery of services to reach the least educated and most needy But decision-making as to which providers are to be funded is lodged in the states and administered through state education departments Despite the language of the law most states continue to do the familiar to select providers they know such as the public schools and community colleges. In five states–Nebraska, Georgia, Tennessee Texas, and Illinois–CBO s are explicitly prohibited from getting state funds.

In Illinois, however in an important new development an entirely separate $2 million state literacy fund was recently established under the aegis of the Secretary of State by passing state education monies and for the first time assisting any Illinois agency working in the field of adult literacy to compete for funds. As a result several CBO programs are now getting needed funding

Some argue that there are valid reasons for excluding CBO s from state funding. CBO's they say, may go out of business next year whereas the board of education is certain to be there Moreover for every student served through boards of education, further state funds are generated "But " says Chris Zachariadis, executive director of ACBE, "the job of state education directors is to find out who is doing the job best and who is serving the target groups of congressional intent. Appropriations which are clearly ineffective keep getting routine funding and CBO s have to struggle for crumbs."

There are a handful of states–New York California, Indiana, Ohio, and now Illinois–that do seem to have a truly pluralistic delivery system New York apparently funds more CBO s than any other state in the nation. It is one of the few places in the country where the state and a large city (New York City) have joined together to fund a variety of programs open to CBO's. Funds are channeled to the CBO's through the City s Community Development Agency which also monitors and provides them with technical assistance At present, CBO's and community colleges are getting about two-thirds of available ABE funds.

Private funding sources are no less problematic CBO's are unfamiliar to many donors–and those who do know about them often do not clearly understand them "It's easier for a donor to give money to a community college or a well-known voluntary program," says Zachariadis. "When CBO's talk about unemployment, and poverty, and housing, and literacy donors get confused They say "we want to deal with literacy not housing.'"

But beyond lack of understanding there is often misunderstanding–and a natural tension between CBO's and their donors On the one hand CBO s, feeling misunderstood and bypassed tend to shy away from mainstream funding sources on which they are in fact dependent On the other donors that help or want to help often are suspicious of CBO s because they operate in nontraditional ways or are hard to explain "We've got to persuade them," says Zachariadis "to trust the outcomes and be less concerned about the process for getting there "

ACBE Leadership

ACBE is the only national body organized to represent CBO's which by their very nature are confined to their own communities

While in some way that quality helps to explain their strength it also poses problems Because of their relative isolation and small size and because they exist in so many forms, CBO s are hard to pinpoint Even a donor with a passion to help might be hard put to locate them By the same token it is hard to communicate to CBO's developments in the field that are vital to their own interests At present much of the wisdom that has accrued from CBO literacy efforts is locked within the programs themselves. CBO s have had little opportunity to share their knowledge and experience even with like minded practitioners Their approaches are largely undocumented, their successes largely unknown outside their communities

For these reasons ACBE is in a pivotal role Now nearly 10 years old it has 60 formal institutional members serving over 150,000 people in 33 states. Its mission is to serve as a network an advocate, an information center and a source of technical support It performs these functions with a high degree of professionalism and energy in spite of limited resources One of its most important services is a program of mini-grants which provides seed money to support member activities to improve their management and programs and Special Focus activities (such as economic development for rural women in the southeast). Grants average $2,000-$10 000

Adult literacy has become an ACBE Special Focus activity In 1983 with funds from B Dalton Bookseller for a study of CBO literacy programs nationally. ACBE made its first foray into the field While all CBO s provide education of one kind or another not all yet provide basic skills programs. So ACBE set out to identify a representative sample of those that do, to probe their unique characteristics, and to identify their needs. A major finding, reinforced by the nation s leading adult literacy experts, is that CBO s are at the cutting edge in program development and in providing basic skills services to adults most in need of them. The question is how to gather and use accumulated CBO knowledge and experience to benefit the entire field to inform other practitioners guide policymakers and donors, promote needed legislative reform and clearly and systematically advance a national agenda.

As the only organization representing such groups, and with its excellent track record ACBE s role in this effort is crucial. If it can garner the funding support it needs, it is proposing to organize a national program that will develop links to CBO s across the country provide them with information and other services, promote greater interaction and learning among them and begin to systematically document their work. A central goal will also be to develop more meaningful data for policymakers, donors, and others in the literacy field

In the meantime ACBE is starting to make some small inroads. With a recent $20 000 grant from the Irvine Foundation, it is working to identify CBO s in California that provide literacy services and to gather them into a group And with $14 000 from B Dalton Bookseller it will be awarding 7 10 mini-grants to help strengthen CBO literacy programs in selected B Dalton markets In a third project ACBE is preparing a bibliography of curricula, organizations, and individuals that can serve as community based literacy resources in six mid Atlantic region. Similar efforts will follow in other regions as funding is available generating the first data base of its kind

It should be noted that ACBE s mini-grant program has achieved handsome results with small investments over the years It would be an excellent vehicle for donors wishing to make modest grants for CBO literacy work

The companies and foundations listed below have either adopted adult literacy as a specific area of grant interest or told BCEL they are willing to consider proposals from the literacy field within the guidelines indicated Geographical limits should be strictly observed where given

Curtice-Burns/Pro-Fac Foundation

The Foundation has been a regular supporter of Literacy Volunteers of Rochester (NY) for the past few years and can consider modest requests from other Rochester-area adult literacy groups For applications guidelines, write to Marilyn Helmer, Vice President, Curtice-Burns/Pro-Fac Foundation PO Box 681, Rochester, NY 14603

Equitable Life Assurance Society

Equitable will consider proposals from national adult literacy organizations, with a special interest in basic skills for the disadvantaged For application guidelines, contact Darwin Davis, Vice President for External Affairs, Equitable Life Assurance Society, 787 Seventh Avenue New York, NY 10019

Gannett Foundation

In 1985 the Foundation granted $641,000 to adult literacy programs throughout the country An additional $350 000 has been allocated for 1986—for competitive local grants to community-based and voluntary organizations, government agencies, school districts, libraries, and other nonprofit organizations working against adult illiteracy in locations where the Gannett Company has operations Preference will be given to programs working to recruit more adult learners and volunteers Applications are available from the chief executive officer of your local Gannett facility to whom your submission should be made (the Foundation will not accept direct submissions) Recommendations will then be made to the Foundation (by May 15) by the local CEO Submissions in any community may [illegible] no more than $10 000 Renewal of 1985 projects will be considered in amounts not to exceed half of the 1985 award Proposals will be judged on their likely effectiveness and decisions will be announced in early July

Morgan Guaranty Trust Company

Morgan Guaranty is willing to consider funding proposals from adult literacy organizations operating in the New York City area For further information, write to the Department of Community Relations and Public Affairs, Morgan Guaranty Trust Company, 23 Wall Street, New York, NY 10015

Northern Trust Company

Adult literacy was a focus of giving in 1985 and will be again in 1986 Northern Trust will consider proposals from Chicago-area organizations which either provide adult literacy services or coordinate literacy resources Grants are usually in the $1,000 to $5 000 range For more information, write to Marjorie Lundy, Second Vice President, Northern Trust Company, 50 S LaSalle Street, Chicago IL 60675 or phone (312) 444-3538

Old Stone Charitable Foundation

Among the Foundation s granting interests are social service, education and civic improvement projects that aim to improve the quality of life in communities throughout Rhode Island Adult literacy projects can be considered within these areas of interest The Foundation also operates a Matching Gift Program in which donations from Old Stone employees to schools and colleges are matched dollar for dollar For further information, write to Kay Low, Coordinator, Public Service Activities Committee, Old Stone Bank, 180 South Main Street, Providence, RI 02903, or phone (401) 278-2213

The Pittsburgh Foundation

As [illegible] outcome of its 40th anniversary review of giving policies the Foundation recently identified literacy as an area of special interest Proposals will be considered from literacy organizations operating in Pittsburgh and in Allegheny County Preference is given to one time projects and seed money for new programs rather than support for ongoing operations For further information write to Janet Sarbaugh, Program Officer The Pittsburgh Foundation, 301 Fifth Avenue Pittsburgh, PA 15222 or phone (412) 391 5122

Southern Bell

Southern Bell will consider proposals from adult literacy organizations serving the states of North Carolina South Carolina Georgia and Florida For further information and guidelines write to John Brooks Assistant Vice President Southern Bell 4434 Southern Bell Center Atlanta GA 30375

GRAY DRUG FAIR

Almost every community has a library and a drug store and both locales are ideal for calling public attention to adult illiteracy GRAY DRUG FAIR a major drug store chain based in Cleveland recently took a first step in a new literacy campaign by including the Ad Council s general Volunteer Against Illiteracy ad in its April 13 newspaper reaching about 7 million American households (in OH, FL, VA MD, D C PA, and NY) Follow-up ads will convey to senior citizens and others that by tutoring they too can play a major role in helping to fight illiteracy Further activities are planned in the near future

(For more information, contact Maria Downs, Wagner & Baroody, 1100 Seventeenth Street NW, Washington, D C 20036 (202) 466-8225)

CONTINUING EDUCATION INSTITUTE

CEI Class at Blue Cross Blue Shield

Responding to the need for basic skills training among working adults, the Continuing Education Institute (CEI) a nonprofit organization formed in 1977 in Medford Massachusetts, operates several educational programs for Boston area businesses One of CEI s most successful ventures is its Adult Diploma Program which allows a working adult to earn a standard high school diploma from a private high school in Boston

Since 1981 nine companies in the Boston area (Blue Cross Blue Shield Bank of Boston Data General, Digital Electronics Millipore Corporation, and four area hospitals) have contracted with CEI to provide the Diploma Program to their employees All courses are conducted on company premises after work hour Once CEI had interested the organizations in offering the program a meeting was set up with company supervisors for general orientation The program was then adver

tised within the companies and interested employees encouraged to sign up Those who do enroll are assessed in reading writing, and math by CEI staff and those with at least a 4th grade reading level are admitted to the program In addition to meeting requirements in reading, writing, math, history and science, students are awarded credit for life-learning experiences acquired on a job, raising a family, or through community work

An important aspect of the program is that the companies give full tuition assistance to the participants CEI charges $300 per 10-week course per employee, and a program that extends from basic skills to higher level diploma work might be spread out over two years and require enrollment in 10-12 course segments, thus costing the companies some $3,000 per employee Nevertheless, feedback from the companies involved is enthusiastic The program raises worker morale and productivity and, at the same time costs less than running in-house programs A recent survey of 80 percent of the graduates (1982-84) revealed that 86 percent had improved their self confidence on the job, 26 percent had received a promotion, 65 percent had improved their job performance, 48 percent were continuing their education, and 51 percent noted a positive influence on their family lives

The CEI model founded and developed by its director Lloyd David, is an approach that could work in other communities around the nation an educational provider with which companies contract for services they cannot so cheaply or easily provide themselves

(For more information contact Lloyd David Director Cooperative Education Institute 33 Ship Avenue, Medford MA 02155 (617) 396-8817)

ANPA

The ANPA Foundation (American Newspaper Publishers Association) recently announced a three-year national program to make newspapers more aware of the illiteracy problem and help them get more involved in efforts to combat it The first year's activities for which $80,000 has been earmarked will include slide shows presented to individual newspapers and to state, regional, and national news organizations, workshops on how to create community literacy projects, and distribution of a primer on illiteracy offering suggestions for local activity Linda Skover has been named Assistant Director of the Foundation and will oversee the program

(For more information, contact Carolyn Ebel, ANPA Foundation, Box 17407, Dulles Airport, Washington, D C 20041 (703) 648-1251)

WHAT OTHER COMPANIES ARE DOING

Affiliated Food Stores is carrying a literacy awareness and referral message on the shopping bags used in its stores in northeast Texas

American Cablevision has produced a literacy awareness special on behalf of literacy organizations in the Pittsburgh area An edited version of the program will be distributed to the Company's national network of more than 200 local cable stations

American States Insurance Company and **Meridian Mutual Insurance** have provided special brochures for the Indiana Adult Literacy Coalition Aimed at the state's business community, the brochures explain the impact of illiteracy on the economy and ways that business can help

A representative of **Baker Sales** is serving as head of the education committee of a newly chartered Rotary Club in New Orleans This committee is appealing to local businesses to support Project Mainstream a local YMCA basic skills program Inspired by this effort and by a growing interest in literacy by Rotary International the New Orleans Club is seeking to widen Rotary involvement in Louisiana and Mississippi

Bantam Books, Chase Manhattan Bank, Copley Press the **Culpeper Foundation, Dow Jones & Company Equitable Life Assurance Society, Gulf + Western Foundation, Harper & Row, Hearst Corporation, Houston Chronicle, Macmillan Publishing Company, W W. Norton & Company, SFN companies,** the **UPS Foundation,** and **Weldenbooks,** for all recently provided funding to the Business Council for Effective Literacy

The employee contributions committee of **Bolger Publications** has selected the Minnesota Literacy Council as the recipient of its charitable contribution for the first half of 1986

CIGNA Corporation's Director of Group Communications, Martha Payne was recently named Volunteer of the Month by Literacy Volunteers of Connecticut She is the new President of LV Of CIGNA in turn made a donation of $500 to the LV Greater Hartford affiliate where Ms Payne serves as a tutor In Philadelphia, CIGNA also covered the planning and layout costs of an updated directory of that city's literacy resources published by the Mayor's Commission on Literacy The directory was designed at no cost by **Arthur Andersen and Company**

Consumer Foods Systems recently made a financial contribution to the Memphis Literacy Council A training specialist from **Federal Express Corporation** serves on the Council's board

Contractors Market Center Magazine distributed to 120,000 building contractors nationally, ran a recent article on illiteracy and its effects on business

Dalton Foundries offers basic skills instruction to employees in its Warsaw (IN) plant Working with the Indiana Adult Basic Education Center the company's education committee tries to tailor the program to the needs and time schedules of each participating employee

Dana Corporation's Materials Supply Division works with the local ABE program to provide both basic and vocational skills instruction to employees at its New Castle (IN) Metal Casting Plant

The El Paso Herald-Post has kicked off a special Year of the Printed Word program in which the newspaper together with other community organizations will conduct a series of reading activities in El Paso Undo, Herald-Post leadership a Business Consortium for Literacy has been formed Its initial meeting was hosted by the El Paso Chamber of Commerce in February and at a meeting in March **Procter & Gamble's** Chairman Owen Butler was featured as keynote speaker

Emery Worldwide has given a grant to Pittsburgh PBS Station WQED in support of its PLUS literacy outreach activities

Finance America Armstrong Marketing Services, First National Bank, Merchants Bank N A The Rodale Press, Mack Trucks, and **Air Products & Chemicals** are represented on the resource development committee of the Allentown (PA) Literacy Council **The Morning Call** was recently commended by the Pennsylvania Department of Education for the extensive technical assistance it gives the Council

The **Fort Wayne (IN) Chamber of Commerce** has established a literacy task force to explore the role of adult literacy in the area's economic development efforts

Hasbro Inc runs an ESL program for employees and their families in its Pawtucket (RI) plant

IBM employees in Indianapolis are serving as volunteer tutors with the Greater Indianapolis Literacy League

The **Lexington (KY) Herald-Leader** has established a new public affairs program with one goal to establish a literacy program in the state

A communications staff writer from **Lincoln National Corporation** serves as publicity chairperson for the Fort Wayne (IN) Literacy Council Representatives from the **News Sentinel,** WANE TV and the **Fort Wayne National Bank** serve on Council committees

Independence Center, a shopping mall in Kansas City has donated space for a tutoring site by Project Literacy **B Dalton Bookseller** which has a store in the mall has provided funds to equip the site and company employees are managing the site and serving as volunteer tutors Project Literacy has also received recent financial support from the **Capital Cities Communications Foundation, Payless Cashways, Tension Envelope,** and other sources with major ongoing support from **Kansas City Star Company**

McDonald's recently agreed to sponsor a McDonald's Cares fundraising campaign to benefit the eight LVA affiliates comprising the NYS Capital District Coalition Tickets worth $1.00 towards a meal at McDonald's will be sold by each affiliate with 40¢ going to the affiliate for each ticket sold

Pizza Hut has completed the first phase of its Book It! program In this national effort the company's franchises collaborate with local primary schools to encourage good student reading habits As students achieve personal reading goals worked out with their teachers they are awarded gift certificates entitling them to free pizzas at the restaurant So far 7 million students have been part and the program aims to involve two-thirds of the nation's 24 million primary school students

In September 1985 as part of International Literacy Day **Publix Supermarkets** enclosed awareness flyers in its shopping bags on behalf of the Adult Literacy League of Orlando (FL)

The **Sealy Mattress Company** operates an ESL program in its Dekalb (IL) facility In 1985 14 of 15 Mexican American employees graduated from the program which aims to improve employee communications skills and understanding of company procedures Participants paid $20 a week for a four week course and were reimbursed if they completed it with a B average or better Sealy reports that since the program began not only have communications improved but plant productivity has increased with an estimated $50,000 reduction in labor costs

The **U S Steel Job Search Assistance Center** Provides on-site basic skills and high school equivalency classes in its Gary (IN) facility in collaboration with the Gary Public Schools

The editor of **The Weakley County (TN) Press** serves on the board of the Weakley County Literacy Council

A literate America is a good investment.

To find out about literacy programs in your area that need help

Call the Coalition for Literacy at toll-free **1-800-228-8813.**

You can also help by printing the 800 number in your house newsletters or posting it on employee bulletin boards.

• BCEL's *State Directors of Key Literacy Contacts* will be updated this month. Copies are $5 each prepaid.

• *TURNING ILLITERACY AROUND: An Agenda For National Action* consists of two BCEL monographs which assess the resource needs of the adult literacy field and present recommendations for public and private sector action. The set is $10. Please send prepayment check to BCEL with your written order.

• *PIONEERS & NEW FRONTIERS* assesses the role, potential and limits of volunteers in combating adult illiteracy. Copies are $5.50 each and should be prepaid with your written order.

• *Functional Illiteracy Hurts Business* is a leaflet for local literacy programs to use in their fundraising efforts. It gives specific suggestions to business on how to help support adult basic skills programs. A modest supply can be provided at no cost but due to heavy demand there is a small cost for large orders.

• Back issues of the *BCEL Newsletter* are available at no cost for up to 24 copies and at 25¢ each plus postage thereafter.

NOTES ON ORDERING: As a small organization BCEL does not maintain a billing system. Thus where a charge is involved a pre-payment check must accompany your order. BCEL is nonprofit and tax-exempt; sales tax need not be added.

The Business Council for Effective Literacy is a publicly-supported foundation established to foster greater corporate awareness of adult functional illiteracy and to increase business involvement in the literacy field. BCEL officers and staff interact with literacy programs and planners around the country – continually assessing their activities, needs, and problems – so as to provide responsible advice to the business community on the opportunities for their involvement and funding. BCEL's work is carried out largely through a varied publications and technical assistance program.

Business Council for Effective Literacy
1221 Avenue of the Americas—35th Floor
New York, N.Y. 10020 (212) 512-2415, 2412

Chairman HAWKINS. Thank you, Mr. Vargas.
The next witness is Ms. Nona Gibbs.
Ms. Gibbs.

STATEMENT OF NONA GIBBS, MAGNET PROGRAM COORDINATOR, FLINT COMMUNITY SCHOOLS, FLINT, MI

Ms. GIBBS. Chairman Hawkins, and members of the House Subcommittee on Elementary, Secondary, and Vocational Education, I am Nona Gibbs, magnet program coordinator for the Flint Community Schools. I appreciate the opportunity to appear and present testimony on behalf of the reauthorization of magnet school assistance program introduced by Flint's Seventh District Congressman Dale E. Kildee.

Chairman HAWKINS. Ms. Gibbs, would you please pull the microphone a little closer so that we may hear you a little better? Thank you.

Ms. GIBBS. Congressman Kildee is a former Flint teacher and has demonstrated his concern for education and for his constituents through the introduction and support of numerous measures that benefit the Seventh Congressional District. We sincerely appreciate that support.

The Flint Community Schools, located in the heart of the Nation's upper midwest industrial corridor, is Michigan's second largest K-12 school district. The district's 52 schools serve a population of 159,000 city residents with a variety of programs one of the more important of which is the magnet program. The student population in Flint is approximately 30,000. Magnet options for these students are available in seventeen elementary schools, five middle schools, and five senior high schools.

As early as 1973, the Flint schools took a leadership role, consistent with our community education concept, formed school-community advisory councils composed of parents, business represents, agency and school personnel, and other citizens. The major task was to assist the board of education in establishing a workable plan that would help desegregate racially identifiable schools while providing all Flint students with the opportunity for equal education.

Following an intensive six-month planning effort that involved the efforts of more than 5,000 people, the Flint schools in the fall of 1976 implemented its voluntary education specialty desegregation plan. The district purchased buses and invested $2.5 million in new educational programming, equipment, personnel, and reconstruction of buildings.

However, in spite of the ongoing negotiations with the Federal Government, the district was cited by the Department of Health, Education and Welfare as being in violation of Federal guidelines. The dispute culminated in a consent decree, agreed to by the Justice Department, being issued on April 29, 1980. The Federal ESA funds which had been held in escrow were released in 1980. Flint received Federal funding for a two-year period until the change to ECIA block grant funding in 1982-83. Since block grant funds were shared with many other worthy programs, the amount of money available for desegregation was considerably less than ESA and less than was needed.

I became coordinator of Flint's program in 1982, at the time of the change to block grant funding. I have had an opportunity to watch the decline in financial resources due to budget cuts at the local level and reduced funding each year from the State.

The magnet programs have been on a strict diet for the last four years. Staff has been trimmed as close as it can get. Only minimal curriculum development has taken place in three years. Human relations in-service for new employees has not been available, and money to use for recruitment and advertising is at a minimum. Only the momentum gained from two years of Federal funding and from the strong commitment of district employees to strive for excellence have helped to sustain and maintain quality during this time.

In spite of all the budget cuts that have been necessary in the last few years, the Flint board has remained committed to the stand that they took in 1980, in keeping with the intent of the board of education's stand on their desegregation promise to HEW to operate a voluntary plan in good faith and to assure our ongoing pledge to strive for the highest quality education program possible.

During the tenth year, 1986-87, of Flint's magnet program, the board of education authorized a comprehensive evaluation review. This review included the history of the program, a summary of the results of surveys given to staff, students, and parents, and recommendations for improvements and/or changes in the program. The following are taken from the conclusions drawn from the staff, parent, and student survey:

The continuation of magnets has strong support among magnet parents and students and has general approval with staff members, even those not directly in the operation of magnets. Since the need to continue magnet program operation is still present and the support for continuing them also is there, it seems clear that within the limits of available resources, a continuing need to refine and develop them is evident.

One need expressed by parents, students, and some staff is for more publicity about magnets and renewed efforts to recruit students into the program. No substantial promotion has been undertaken since the 1981-82 school year due to lack of funds.

With the express need to expand and enhance our magnet program, the Flint district has applied for a grant through the magnet assistance program. At this time, we are waiting to receive official word regarding our application and expect to receive written notification by May 1, 1987. Without the support of the Federal ESAA funds, Flint's magnet program would be at risk.

The magnet schools were designed to meet the needs of Flint students a decade ago. Societal factors have changed the student population of Flint, and along with this change has come a new set of student needs. The city has high unemployment and the ongoing threat of plant closings. The community is faced with the challenges of a high crime rate. All of these factors affect the school district and the educational process.

Flint has many successes from the past on which to build. It has committed, dedicated people willing to try bold, new approaches in both educational programming and in community relations. The proposed revitalization plan embodied in the magnet assistance

program grant application will help to meet the needs of this changing community. It will revitalize the magnet programs with a mass media campaign to reach the community, especially young parents, improve teacher effectiveness and understanding, strengthen present programs and curriculum, add new programs to meet the needs of today's students, address the issue of safety in the schools, and improve school-community relations. It has the potential to build on the success already achieved.

After attending the national magnet school conference in Milwaukee, Wisconsin, in May of 1986, the first in seven years, I came away with the perception that across the country magnet programs are viewed as positive. With all of the shortcomings and challenges, magnets are the best alternative for providing an integrated educational setting. Support for the programs may have been passive or cautious in the 1970's but is very strong today.

As indicated, support for magnets is very strong in the Flint community. For the most part, our plan has been successful. It has resulted in an improved racial balance in the schools named in the consent decree.

In order to keep our commitment to the community and our moral obligation to provide excellent educational opportunity for all students, we will need the continued financial support from the Federal Government.

In 1986–87, the second year of the magnet assistance program, 44 grants were awarded in 21 States. Of the $75 million allocated for these programs, the grants ranged from the largest of $4 million to the smallest of $214,000. Grants were awarded to large cities and small towns and rural areas. Examples of large cities are New York, Milwaukee, Chicago, Pittsburgh, Seattle. Small cities: Macon, Georgia; Montclair, New Jersey; Grand Rapids, Michigan; National City, California; and Grambling University High School.

Because of magnet programs, cities like Buffalo, New York, and Memphis, Tennessee, have been successful in bringing significant numbers of students back from private schools. The research finding of a New York State magnet research study indicates that when magnets are initiated, the following are the positive results: improved achievement, lower dropout, increased attendance, and increase in parent involvement.

Mr. Chairman, magnet programs are a very important part of the Nation's educational scene. On behalf of the Flint board of education and the Flint community, I recommend the reauthorization of H.R. 5, the School Improvement Act of 1987, and the continuation and increase in funding for magnet programs.

Again, I want to express my appreciation for the opportunity to speak to you on behalf of this very important program.

Chairman HAWKINS. Well, thank you, Ms. Gibbs.

The next witness is Mr. Leroy Lee, president of the National Science Teachers Association.

Mr. Lee.

STATEMENT OF LEROY LEE, PRESIDENT, NATIONAL SCIENCE TEACHERS ASSOCIATION, ACCOMPANIED BY BILL ALDRIDGE EXECUTIVE DIRECTOR, NATIONAL SCIENCE TEACHERS ASSOCIATION; AND JUNE SCOBEE, CHAIRMAN OF THE BOARD, CHALLENGER CENTER FOR SPACE SCIENCE EDUCATION, FRIENDSWOOD, TX

Mr. LEE. Mr. Chairman, members of the Subcommittee on Elementary, Secondary, and Vocational Education, on behalf of the National Science Teachers Association I would like to thank you for this opportunity to talk with you about what we consider to be a very critical need.

You have received written testimony which I would like to enter into the record.

Chairman HAWKINS. Without objection, so ordered.

Mr. LEE. During my brief remarks, I would like to summarize this written material, and the summary, I should warn you, will reflect my preparation as a teacher and my 27 years of teaching experience.

Title II of the Education for Economic Security Act came about as a result of evidence on a crisis in science and mathematics education. It was designed to stimulate State and local efforts to improve science and math teaching. Even with this relatively low level of funding, evidence indicates that it was successful.

More effort is needed. A recent survey, for instance, has shown that only 15 percent of the elementary teachers feel qualified to teach science. The use of the lecture in secondary education science classes has increased 11 percent in eight years. This would then indicate that the importance of the laboratory has decreased.

75 percent of the science teachers in grades 7 through 9 are not able to meet the NSTA standards for certification in their subject field.

Based on personal experience with Title II, based on my travel during this last year and talks with teachers throughout the United States, based on discussions with science supervisors, we recommend several components for Title II.

In my discussions, informal discussions, with other science education organizations, we have found to the best of our knowledge that there is no group that is supporting the administration bill. We have not formally surveyed them, but from an informal survey we believe that every major national science education association would support the components that we have listed.

I will stress some of these, and again it will reflect my background. Within the realm of teacher training, we see three needs and three groups:

There is a need to take excellent teachers, teachers that are proven and are teaching out of their major field of study—which is fairly common; they are assigned outside of their major or they are assigned outside of their grade level—it is important that these people are trained in the subject matter in which they are teaching and in the area in which they are not trained.

The second group of teachers, primarily is elementary but some secondary, teachers who are teaching science without even having any introductory college science course. They are teaching on the

basis of their high school education in science. With the number of lower-division colleges, two-year colleges, community colleges, it would seem that this need could be easily met.

Another group of teachers in need is those with out-of-date subject matter and out-of-date teaching techniques.

A second recommendation is to develop programs to recruit minorities and women into teaching. As you know, they are vastly underrepresented at this time, and with the changing demographics, it is even more critical that we bring them into the teaching profession.

Another area of recommendation are the matching grants for purchase of equipment. Many schools have equipment which was purchased during the NDEA, the National Defense Education Act time. Since then they have not been able to systematically upgrade or replace. I am not advocating buying them equipment. I am advocating the incentive to upgrade.

A fourth area are leadership workshops for elementary school principals. There is evidence, ample evidence, that a principal that has been trained in leadership will promote science education in their school.

A fifth component recommendation has to do with small grants to teachers. Title II has stimulated local activities. Yesterday I was at a hearing in which Everett Williams, the superintendent of New Orleans, indicated that through Title II he was able to send teachers from New Orleans to professional meetings for renewal. He went on to say that with the tremendous oil problems they have in Louisiana, without Title II that could not have been done.

I have been involved in intensive leaderships under Title II. I have seen teachers work from 8:00 in the morning till 10:00 at night and complain because they had to take time out for meals. I have also seen teachers from small schools be gathered together to form small networks.

From my personal experience with teachers, then, from my background, I cannot really stress enough the importance of Title II. Teachers like National Science Foundation programs. But the National Science Foundation programs, as perceived by teachers, tend to be for the very few teachers. But more importantly, they are perceived by teachers to be programs by colleges for teachers. And cynically, many will say they should have been offering the courses in the first place and it wasn't until funding came along that the universities would do it.

In contrast, teachers feel that Title II is for them. They feel it is a program over which they have input, a program over which they have some control, and thus they feel ownership. In my estimation, it is a program that reaches and feeds the grass-roots level.

Title II does work. It's cost effective. It's accepted by teachers. It's wanted by teachers. And it's needed.

In closing, a final recommendation. The Space Shuttle Challenger mission was an educational mission in addition to the scientific. It was more than a teacher in space. The Challenger carried three experiments, as had some other shuttle flights, of an NSTA competition sponsored by NASA, student experiments. You may recall the first one, which was a bee flown, from a student from Minneso-

ta. Thousands of students involved in that particular program were watching that flight.

In addition, members of the crew had a reputation among teachers as being involved in and reaching out to students and to education associations. An appropriate way to honor the Challenger crew and the spirit of the mission would be to name a Title II act the Challenger Mission Fulfillment Act for the Improvement of Science and Mathematics Teaching.

Again, thank you for this opportunity to talk to you.

[The prepared statement of LeRoy Lee follows:]

Prepared Statement of LeRoy R. Lee, President, National Science Teachers Association, Washington, DC

The Need for Title II.

Title II of the Education for Economic Security Act came about as the result of solid evidence on the crisis in science and mathematics education and the importance of education in these subjects to the Nation's national security and economic competitiveness.

Beginning in 1981 a series of research reports, studies, and reports of national commissions established conclusive evidence that the nation faced a crisis in science and mathematics education. There had been a severe drop in the number of persons preparing to teach science and math in the high schools; students were taking very little or no science or math, but still could graduate from high school; the subject matter offered in high schools had been designed mainly to prepare the 7% or so who would become scientists and engineers, and it was not interesting, useful, or appropriate for the 97% who would go on to work in other technical fields or would become doctors, lawyers, industrial workers, or teachers; there were massive numbers of science and math teachers who were teaching out-of-field. Fortunately, most were science teachers teaching in one or two fields for which they lacked preparation, rather than being non-science teachers teaching completely out of field. All of these problems had combined to produce a generation of scientifically and technically illiterate citizens, and, as a result, our economic competitiveness and national security were severely threatened.

The Education for Economic Security Act was a response to this national crisis. Title II, originally authorized at $200 M was the block grant component. It would stimulate state and local efforts to improve science and math teaching. All of the evidence indicates that the program was remarkably successful, especially given the very low level of funding. Still, it had many deficiencies, but almost all were attributable to the low level of funding. Other problems involved burdensome needs-assessments, when there were plenty of studies and evidence of a national crisis, and strict formulas which failed to target the funds adequately or to enable grants to aggregate when otherwise too small.

Evidence continues to mount which shows that the science and mathematics areas are most critical and in need of Federal intervention. There is no evidence of a problem in other fields except a few specialized areas which are not as tightly connected to our national security or competitiveness. For example, Iris Weiss, in her 1985-1986 Survey, found that the percentage of teachers using the lecture rather than hands-on activities has increased in the past 10 years. In 1977, 74 % used the lecture; in 1985-1986, that had increased to 83 %. She also found that 75% of the grade 7-9 science teachers in the U.S. failed to meet NSTA's standards of certification in their subject matter preparation. Also, some 50,000 elementary school teachers had never had a college course in science. Her landmark study confirmed the fact that the so-called reforms we hear so much about are more public relations gimmicks than reality. Very serious problems remain, and many are becoming worse. For example, a 1985-1986 NSTA survey found that some 7,000 high schools offered no physics last year, 4,000 offered no chemistry, and 2,000 did not even offer biology. Almost one third of all high school students are being taught science or math by teachers who are not qualified; these are otherwise well qualified science or math teachers who are teaching in their second or third field. NSTA found that most science teachers teach at least three different subjects, and, for example, 12,000 of the 19,000 physics teachers in the United States teach only one class section of physics. What are they teaching in the other four sections? Biology, Chemistry, and mathematics, areas for which they are often unqualified. Similar findings were observed for chemistry and biology teachers. There is a strong need to reauthorize Title II for science and mathematics education and to fund the act at a much higher level than before.

The Administration's Bill.

The Administration's bill, introduced on March 16, 1987, fails badly to respond to national needs or priorities; furthermore, it is a poorly disguised attempt to simply cut the budget for education by repealing other acts.

In essence the Administration bill, titled, "the Christa McAuliffe Teacher Training and Improvement Act", would, among other things, repeal the Christa McAuliffe Talented Teacher Fellowship Program, the Territorial Teacher Training Program, and the Leadership in Educational Administration Program, all important, well-targeted programs which met important national needs.

In the face of evidence that Title II funding of only $79 M last year was inadequate to the problems facing science and mathematics, the Administration's bill would broaden the areas of support to include teachers of all subjects and all administrators. Funds already stretched to low amounts would be spread so thin as to have no effect whatsoever. Spending scare federal dollars on programs without documented need is especially counterproductive.

The deficiencies in the Administration bill are so numerous, it would take far more space than permitted here to detail them all. The act rests on erroneous assumptions, nonexistent evidence, and offers inappropriate solutions. For example, it is well-known that teachers from non-science or non-math fields cannot be retrained for science or math teaching without a minimum of two years of full-time study. This places the cost of such retraining at not less than $20,000 per teacher. Preparing even a minimal number of say 10,000 such teachers would cost $200 M, more than double the annual authorization for the several dozen program components in the act. The heavy emphasis on school administrators to "maintain an orderly school environment" seems far from a federal responsibility. When did the Federal government get into the business of training teachers and administrators to maintain discipline? We would assert that good discipline is a natural consequence of renewed student interest that comes from having a competent science or math teacher in the classroom who has the resources for laboratories, field trips, and something other than outdated or inappropriate materials which encourage disinterest and poor student behavior. The Fawell act has no support from any of the dozen or so well-known science or math education organizations; nor has it the support of the teachers through NEA or AFT.

While it is certainly true that you cannot solve a problem by throwing money at it, the only place that has been tried is in the defense budget. And you surely cannot solve the problems without money, as evidenced by the worsening of the crisis in science and mathematics education during the period of declining funding.

The Challenger Mission Fulfillment Act.

The proper way to honor the Challenger crew is to reauthorize Title II at an appropriate level of funding, and help the states and local school districts address the crisis in science and mathematics education. The Challenger Mission was a scientific and educational mission. There were three student experiments on the ill-fated Challenger. Those experiments were the result of a student competition carried out by NSTA under contract with NASA. With our closeness to this, and other Shuttle missions, the National Science Teachers Association strongly supports the Challenger Center for Space Science Education, created to assist our nation's schools with the difficult task of formulating and implementing space science training programs. Title II support could in part help teachers of earth and space sciences through support to the Challenger Center's Space Life Station Learning Centers, and we would hope that the language of the Act would convey this as one emphasis. It is therefore most

appropriate that Title II have the name,

"The Challenger Mission Fulfillment Act for the improvement of mathematics and science teaching."

Whatever the form of the final Title II act, the NSTA urges that this name be part of it.

Recommended Title II Components.

In discussions with state science supervisors from several of the larger states, there is very strong support for narrowing the focus of Title II to just science and mathematics. There is also concern about the excessive expenditures under the previous authorization for computers. The greatest need is for programs to improve the teaching ability of science and mathematics teachers and to provide resources. Subject matter knowledge for the second and third teaching fields is especially important at the high school level, and introductory course work is essential to the preparation of a large fraction of the elementary school teachers who have never had a course in science or mathematics. Because of the paucity of instructional materials needed to educate those who do not aspire to careers in science or engineering, there is a need for materials development funding.

At the state and local levels, funds should be used to provide teacher training:

* in academic year and consecutive summer inservice programs for teachers of high potential who are teaching out of their major or minor fields of preparation or in grade levels for which they are not adequately prepared;

* in evening and Saturday academic year, and summer programs of subject matter for elementary and secondary school teachers who are teaching science or math subjects for which they themselves have never had an introductory course. Surveys show that this program is needed by a very large number of teachers;

* inservice workshops and institutes on subject matter and applicable teaching techniques offered by schools, school districts, colleges and universities, and non-profit associations or organizations, like the Challenger Center, to enhance the currency of science and math teachers in their major fields or preparation;

* training principals to be instructional leaders for science and mathematics instruction;

* providing funds to local education agencies for small grants projects for individual teachers to undertake projects to improve their teaching ability or the instructional materials used in their science or math classrooms.

In addition to the above teacher training activities, the Title should have State administered programs:

* for competitive grants for exemplary programs to improve math and science teacher training and education. The Challenger Center teacher training activities is an example of an appropriate State supported exemplary program. Other programs might be at colleges or universities or within school districts.

* special programs to recruit minorities and women into math and science teaching;

* curriculum evaluation, development, and modernization, in coordination with other States and Federal efforts;

* state-administered small grants program to teachers for innovative ideas to improve instruction in their classrooms.

At the [illegible] level, funds should be provided for:

* matching grants for the purchase of apparatus and non-expendable supplies to increase opportunities for hands-on or laboratory experiences in science and mathematics. This is especially important, given the recent evidence that there is a movement away from direct experience to book learning without adequate direct experience first.

* start-up funding for magnet schools in math and science which are designed to attract young people proportionately from among majority and minority groups, and between males and females;

* leadership workshops for elementary school principals to facilitate their ability to improve the science and mathematics teaching in their schools.

The nation is moving toward a crisis of major proportions in terms of scientifically and technically trained personnel. This crisis is a direct consequence of a peculiar demographic situation. The nation's secondary school population began a decline in 1977 and reached its low point in 1983. It is now just starting to increase, and will rise sharply in 1990-1991. At the same time, the 18-24 year old population is declining and reaches its low point in 1991, just when we most need teachers, scientists, technicians, and other well trained workers to enter the fields. This is because we also have a huge number of older teachers and other professionals who will be retiring in the next five to ten years. All of these factors combine to make that period one of great crisis and concern. Mr. Aldridge, as President of the Commission on Professionals in Science and Technology (formerly the Scientific Manpower Commission), in addition to his regular job as Executive Director of the NSTA, will host a national conference on this impending crisis here in Washington next Fall. This Title II addresses the science and mathematics component of the crisis only if funded at a high enough level. Thus the $400 M per year is in no way excessive; it is at the level which, with adequate increases at the National Science Foundation, can address the impending crisis.

One result of the NSTA survey showed that some 17,000 of the 24,000 high schools in the United States offered no earth or space science courses last year (1985-1986). It is for this reason that the Challenger Center for Space Science Education is so important. If the Center cannot be directly supported within Title II, then it is urgent that the Charter legislation for the center, with the full $10 M of funding be enacted as soon as possiole. If we fail to enhance this aspect of education, we have no hope of pursuing our long range national goals of space exploration, and the United States will soon become a second rate nation in the space race, perhaps even having to depend upon other nations to launch our own satellites. Aspirations regarding SDI would even be more futile.

It is time that the United States reenter the race for economic competitiveness and exploration of space while maintaining our national security. Enacting Title II with provisions and at the level recommended here will move us a long way toward those goals.

Chairman HAWKINS. T[illegible], Mr. Lee.

The next witness is Dr. Eric Cooper, chairman of the Ad Hoc Committee for Effective Schooling.

May I, in presenting you, Dr. Cooper, also express the appreciation of the Chair for the terrific job that you and your colleagues have been doing in addressing the problem of evaluation.

One of the problems before this committee is the need for evaluation of programs to help us decide which should be renewed and which should not be renewed, and which should be expanded and supported. I think that you and your colleagues have done an excellent job. I know that you have worked ad hoc on a purely unofficial basis. But I think that the results of the work of you and your distinguished colleagues will be looked upon by this committee with great interest.

I wish to take this opportunity to commend you for the contribution that you and your colleagues have been making, and we look forward to the final study that you will submit to this committee. I can assure you that, without objection, the record will be kept open so that the final study, when completed, will be made a part of the official record.

[Retained in subcommittee files.]

Chairman HAWKINS. At this time we look forward to your testimony.

STATEMENT OF ERIC COOPER, CHAIRMAN, AD HOC COMMITTEE FOR EFFECTIVE SCHOOLING, WASHINGTON, DC, ACCOMPANIED BY DAN LEVINE, MEMBER, AD HOC COMMITTEE FOR EFFECTIVE SCHOOLING

Dr. COOPER. Thank you, Mr. Chairman, for your comments. Mr. Chairman, and members of the subcommittee, my name is Eric Cooper, and I am an associate director at the College Board. I thank you for this invitation to testify, and I appreciate the work you have been doing in support of education.

At this point I would like to submit my written testimony into the record.

I am appearing today not as a spokesman of the College Board or to support a College Board position but, as you indicated, as the co-chairman for the Ad Hoc Committee for Effective Schooling. This committee has emerged out of the work conducted by the National Conference for Educating Black Children. In addition, I am a member of the Select Committee for Educating Black Children.

My testimony today reflects the ongoing work of the Ad Hoc Committee for Effective Schooling in relation to the identification of evaluation criteria that can be employed to identify effective schools. The recommendations in my written testimony reflect the initial efforts of the committee, as you suggested, and should not be considered a complete or exhaustive list of such criteria.

However, it is ironic that in a few short years of addressing these problems of evaluation, we have gone from "A Nation at Risk" to "students at risk," that, in fact, students who are dependent on schools for learning are indeed at risk, for it is suggested in newspapers, magazines, and educational literature that the data suggest

that many of the Nation's students are not learning, in spite of the support we are giving them.

Some of the data are, in fact, frightening because of the potential impact they portend for the Nation as a whole. For an example, number one, it is estimated that 17 million Americans are functionally illiterate;

Two, that one out of three Americans may not be able to read newspapers or other printed materials for comprehension;

Three, that one million students are estimated to drop out of school each year;

Four, that by fourth grade many students have reached their plateau in reasoning skills;

Five, that 50 percent of those students retained in schools, given the 50 percent dropout rate in many urban high schools, 50 percent of those students retained, or 25 percent, may not be able to read at the fifth or sixth-grade level when they reach the twelfth grade;

Sixth, that in 1980, 55 percent of black youth ages 18 to 21 years of age had graduated from high school, compared to 71 percent of white males and 76 percent of white females;

And lastly, in terms of my data, that only one in 20 17-year-olds in school read at the adept level, as defined by the National Assessment of Educational Progress.

We need as a Nation to remain cognizant of the implications of these data, and we need to accept the fact that those children most dependent on the schools for their academic success are falling further and further behind in achievement and in obtaining the opportunities for becoming productive and active members of this society.

The loss and potential waste of human lives is incalculable and should serve as a warning signal to policy makers. In order to provide effective schooling, an institution must set high expectations, not only of the students served but also for its administrators and its teachers.

These expectations must apply equally to students who are considered academically gifted and those who are considered educationally at risk. While equality in outcomes may not be possible, there is no place for differential opportunities or expectations for our students.

In stating that an institution has high expectations for the students it serves is not enough for effective schooling. These expectations must be stated in concrete terms and in ways that can be observed and assessed. Sadly, many of the Nation's school systems have chosen to assess students on minimum skills rather than the functional competencies required for adequate performance demanded by the employers who strive to fill positions with graduating students who can comprehend, think, and reason.

There is a need to move away from our present-day focus on basic skills and instruction, which focuses on students acquisition of minimal and often disjointed skills, toward one that stresses comprehension, reasoning, and cognition in all subject areas, all grade levels, and all schools and for all students.

With the current focus on basic skills instruction in many Chapter 1 programs and in other school-based efforts, students are primarily being asked to pass items on exams which assess how well

they memorize or recall a large number of facts presented in the context of subject matter instruction. Yet the recent reports on reading and writing produced by the National Assessment of Educational Progress document well the fact that the average performance of students in comprehension in higher-level tasks of education is simply not adequate if we are to meet the needs of this Nation.

Therefore, for effective schooling to become a reality, our schools must set and hold students to higher expectations of performance on tasks which demand comprehension and thinking skills. In line with this focus, I am pleased to see in H.R. 950 the statement which stresses the encouragement of programs to assist eligible students beyond competencies in basic skills. But to set in place these expectations on improved comprehension and thinking by students, effective schooling requires the use of nontraditional evaluation instruments which will provide a wedge for introducing into the schools instruction focused on comprehension and thinking.

Specific examples have been identified by the Ad Hoc Committee for Effective Schooling. These examples are neither complete or exhaustive, but are based on a belief that effective schools are humane and creative problem-solving institutions that actively engage students to become capable of full participation in a free society which needs intellectually capable citizens.

Now, the evaluation criteria that we have been working on, and this is just a cursory list of our initial work, are as follows:

One, we need to focus on assessment of educational outcomes based on process measures, such as work samples, direct writing, samples, and holistic measures of comprehension. Specifically, tests which sample discrete skills rather than engage comprehension, writing, and computing processes should not be relied upon as indicators of educational progress, as is presently being done in most of the States in this Nation.

Attempts to legislate improvements in education through minimum competency testing programs fall short for students, especially students who are at risk, because they focus attention on lower-level discrete skills at the expense of comprehension, problem-solving, and the expression of ideas orally and in writing.

The second recommendation of this committee is that there should be frequent monitoring of students progress toward outcomes by classroom teachers using a variety of both formal and informal techniques;

Three, we need to begin to assess a supportive school climate by using rating scales and interviews conducted not only by the educators but also by trained students themselves;

Four, clear statements of school goals and expectations based upon higher-level performances by students is critical, other components of effective schools as identified in the literature, and the use of graded homework to help support parental instructional intervention is critical.

In the area of indicators of equality, we need to consider the following: attendance rates for at-risk students which equal or exceed that for the entire school; retention and completion rates for at-risk students which equal or exceed that for the entire school; and

progress toward educational goals and expectations for at-risk students which is equal to that made by all students.

Mr. Chairman, I again thank you for this opportunity to express concerns regarding H.R. 950 and hope that the Ad Hoc Committee for Effective Schooling can be of some assistance to your deliberations. I would be glad to answer any questions that you or your committee might entertain. Thank you.

[The prepared statement of Dr. Eric J. Cooper follows:]

PREPARED STATEMENT OF ERIC J. COOPER, CHAIRMAN, AD HOC COMMITTEE FOR EFFECTIVE SCHOOLING, WASHINGTON, DC

EVALUATION AND EFFECTIVE SCHOOLING

Mr. Chairman and members of the subcommittee, I thank you for this invitation to testify and appreciate the work you have been doing in support of education. I am appearing today, not as a spokesman for the College Board, or to support a College Board position, but as the co-chairman for the Ad Hoc Committee for Effective Schooling. This committee has emerged out of the work conducted by the National Conference for Educating Black Children. In addition, I am a member of the Select Committee for Educating Black Children.

My testimony today reflects the on-going work of the Ad Hoc Committee for Effective Schooling in relation to the identification of evaluation criteria that can be employed to identify effective schools. The recommendations in my written testimony reflect the initial efforts of this committee and should not be considered a complete or exhaustive list of such criteria.

The strength of our Nation is a direct function of the ability of our schools to educate -- majority as well as minority, women as well as men, children as well as adults. All students served -- all students educated. This is not only a goal, but a necessity. An institution that provides "effective schooling" is one that is able to maintain sustained progress towards national expectations, goals, and priorities for all students.

In this definition, it is important to note that a school with a "good" reputation may not be an effective school. The difference between the two relates to the concept of progress and whether or not all students are well served. To some, "good schools" develop high levels of achievement for a certain portion of the students served. Effective schools, on the other hand, hold to a higher standard. They sustain high levels of growth for all students.

The recent reports on reading and writing produced by the National Assessment of Educational Progress document well the fact that the average performance of students on the process outcomes of education is simply not high enough to meet the needs of the Nation. The Nation is still at risk. Therefore, for effective schooling to become a reality, our schools must set and hold all students to higher expectations of performance on the process outcomes of education

In order to provide effective schooling, an institution must set high goals and expectations, not only for the students served, but also for its administrators and its teachers. And these goals and expectations must apply equally to students who are considered academically gifted and those who are considered educationally at risk. While equality in outcomes cannot be guaranteed, there is no place for differential opportunities or expectations for students.

Stating that an institution has high expectations for the students it serves is not enough for effective schooling. These expectations must be stated in concrete terms -- in ways that can be observed and assessed. And as an integral part of effective schooling, student progress towards these expectations must be monitored continuously -- by measures of valued educational outcomes as well as by

quantitative and qualitative indicators of success. An example of the former would be the periodic assessment of student ability to write through the use of direct writing samples. An example of the latter would be evidence that the retention rate for at risk students was as high as the retention rate for the academically talented.

Because we are not doing well enough in schooling the gifted and the average student, and because many of the compensatory education programs as implemented today are counter-productive, I want to talk about educational processes that have been shown to produce results. These processes are found in what has been termed effective schools.

In stating that measures of valued educational outcomes must be used to monitor student progress, it is important to define what is meant by "valued educational outcomes". Education is not simply the acquisition of subject matter knowledge -- the facts and figures. Effective schooling involves the processes of education -- the processes needed to actually solve problems, read with comprehension, and develop an idea in writing, for example. And measures of these processes, rather than of the discrete skills and facts, must be used to assess student progress towards these valued outcomes.

Effective schools use a variety of assessments to determine instructional needs not only in terms of current problems, but also with respect to the need for attaining those levels of performance required to function effectively in the future. According to NAEP, however, only 1 in 20 seventeen-year-old students can read at the "adept" level. It is obvious that we need to know what must be done in the future in order to plan her new and higher levels of performance.

In order to ensure that instruction is fulfilling student needs, appropriate tests that are in accord with real-world outcomes and teacher-directed and student-centered instruction should be used. These tests should repeatedly show that students in all classrooms and at all ability levels are making satisfactory progress toward the stated goals and expectations. They should demonstrate that students are successful on those optimally difficult learning tasks that ensure growth.

While it is important for teachers to use tests to monitor instruction, it is very important to distinguish these tests from those which show that students are making progress toward valued educational outcomes. These outcome measures should be used for the purpose of redesigning the curriculum and teacher-directed instruction so that ever increasing progress is made towards the bottom line -- towards attaining valued outcomes.

Two statewide testing programs stand out as exemplars in terms of their use of measures that focus on the process outcomes of education rather than the discrete skills and facts of education. In Connecticut and New York, outcome measures are used that permit the assessment of student progress towards expectations -- absolute expectations set in terms of functional needs of the State and the Nation rather than relative needs set in relation to the average performance of students on tests that are only norm-referenced.

In drawing attention to the processes to solve problems, read with comprehension, and develop an idea in writing, for example, we must take note of the fact that effective schooling requires that students be engaged in productive learning experiences, not simply time-on-task. Furthermore, teachers must be sensitive to the needs

and abilities of the students served in order to engage them in productive learning experiences in the classroom. This means that the materials used to deliver instruction must not be so easy as to create boredom, nor too difficult to create frustration.

In effective schools, all students must have a demonstrable opportunity to develop cognitive processes to comprehend, think, and compute. This means that students should be actively engaged in a mixture of interactive and teacher-directed instruction for a significant portion of the school day. All students should also have an opportunity to learn in the content fields and such opportunities should be integrated with the development of processing capabilities. While the curriculum may be enriched for the gifted, it should not be trivialized for those who are at risk or who are more dependent upon the school for their development. Finally, effective schooling requires that teachers be sensitive to the art of classroom questioning, listening well to student responses and providing constructive clues and feedback to facilitate the learning process.

While the above generalities hold for institutions that provide effective schooling, there are a number of additional requirements for institutions that serve high-risk students -- students who are almost solely dependent upon schools for the development of the processes of education. The educational attainments of disadvantaged students, who are disproportionately black, Hispanic, American Indian, and poor serve as a barometer to determine whether a school is engaged in effective schooling. If a school cannot produce as much progress towards national goals and expectations for these students as it does for the educationally advantaged, then the school cannot be considered as one that provides effective schooling.

To provide effective schooling for the educationally disadvantaged, a school must assign some of the best teachers, allocate a disproportionate amount of resources, and maintain the smallest class size for these students. Anything less, and the educationally disadvantaged will not be able to sustain progress towards the acquisition of the processes of problem solving, reading with comprehension, and developing an idea in writing, for example. Finally, to sustain progress, particularly for at risk students, attendance should be high and the school should aggressively resist the transferring of students in and out of classrooms for pull-out programs, unless they are fully and productively coordinated with regular classroom instruction.

Effective schooling requires that concrete and manageable plans be in place for starting off a school year with complete programs and a fully professional staff ready to teach. The school year is too short to waste time on start-up processes and it is especially important to make sure that the at risk students are served with the best staff from the very start of the school year. Furthermore, throughout the school year, the amount of time students are actively engaged in the learning process is critically important. Effective schooling requires the systematic upgrading of instruction so that it is in accord with the state-of-the-art in instructional fields as documented in various professional reports such as the NIE report entitled, Becoming A Nation of Readers.

Teachers and administrators who provide effective schooling are critical consumers of educational books, computer software, and other products, making sure that they have been validated for instructional use. Because these products overwhelmingly determine the nature of instruction, those involved in effective schooling

frequently acquire updated products to support efforts at upgrading themselves.

By way of summary, schools that provide effective schooling are humane and creative problem-solving institutions that engage students in academic learning processes which enable them to become capable of full participation in a free society that needs intellectually capable citizens. Evaluation indicators and criteria that can be employed in identifying institutions that provide effective schooling can be grouped under three major headings: (1) indicators of efficacy, (2) indicators of quality, and (3) indicators of equality. Evaluation criteria for identifying effective schools are:

A. Indicators of efficacy, such as--

1. Assessment of educational outcomes based on process measures such as work samples, direct writing samples, and holistic measures of comprehension. Specifically, tests which sample discrete skills rather than engage comprehension, writing, and computing processes should not be relied upon as indicators of educational progress. Attempts to legislate improvements in education through minimum competency testing programs fall short for students, especially students who are at risk, because they focus attention on lower-level discrete skills at the expense of comprehension, problem-solving, and the expression of ideas orally and in writing.

2. Frequent monitoring of student progress towards outcomes by classroom teachers using a variety of formal and informal procedures.

B. Indicators of quality, such as--
   1. A supportive school climate.
   2. Clear statements of school goals and expectations.
   3. Other components of effective schools as identified in the literature.

C. Indicators of equality, such as--
   1. Attendance rates for at-risk students which equal or exceed that for the entire school.
   2. Retention and completion rates for at-risk students which equal or exceed that for the entire school.
   3. Progress toward educational goals and expectations for at-risk students which is equal to that made by all students.

If these indicators are to be achieved we must not ignore the importance of teachers in the planning, decision-making, and evaluation process of educating children. Do not depend on top-down mandates to improve instruction. Effective implementation of instructional reform requires a mixture of school-level decision-making and top-level direction-setting, with emphasis on on-going, building-level staff development and initiative focusing on how instructional improvements will be defined, implemented, and modified. Teachers must be deeply involved as scholar practitioneers in determining, through collegial decision-making, how improvements are shaped and delivered.

Mr. Chairman, I again thank you for this opportunity to express concerns regarding H. R. 950, and hope that the Ad Hoc Committee for Schooling can be of some assistance to your deliberations. I would be glad to answer any questions that you or your committee would entertain.

Chairman HAWKINS. Thank you, Dr. Cooper.

Does Dr. Levine have any additional comments to make?

Dr. Levine?

Dr. COOPER. No, he doesn't have at this point.

Chairman HAWKINS. He does not. I see. Thank you.

Dr. COOPER. I would like, however, Mr. Chairman, to request that the written testimony prepared by Dr. Levine be submitted into the record.

Chairman HAWKINS. Without objection, so ordered.

[Prepared statement of Daniel U. Levine follows:]

Prepared Statement of Daniel U. Levine, Member, Ad Hoc Commitee for Effective Schooling, Washington, DC

Mr. Chairman and members of the Subcommittee, I thank you for the invitation to talk with you today and appreciate this opportunity to discuss possibilities for alleviating the plight of low-achieving, at-risk students in our big cities.

First, I want to briefly emphasize that the problems involving low achievement among at-risk students in urban areas are indeed severe and will not be solved without vigorous action at every level of government.

Data collected by the National Assessment of Educational Progress (NAEP) in 1984 indicate that the average reading proficiency score of thirteen-year-old students whose parents had no education beyond high school and who attend public schools which are more than sixty percent poverty and sixty percent minority in "disadvantaged urban areas" is 229. (Disadvantaged urban areas are defined as those which have 200,000 or more people and are high on welfare and unemployment.) The national average is 258, and the average for all thirteen-year-olds attending schools in "advantaged" urban areas is 275. The score of 229 for disadvantaged students attending heavily povert,/minority schools in disadvantaged urban areas is almost the same as the score registered by nine-year-olds who attend schools in advantaged urban areas.

In addition, the average score for thirteen-year-olds in heavily poverty/minority schools is considerably below the "intermediate" level of 250 which the NAEP defines as characterizing readers who can "search for, locate, and organize the information they find in relatively lengthy passages." The standard deviation of NAEP reading scores is approximately 35. This means that only about ten percent of urban thirteen-year-olds attending disadvantaged urban schools with heavily poverty/minority enrollment have scores as high as the average student in advantaged urban schools with lower poverty/minority enrollment, while only about ten percent of thirteen-year-olds in advantaged urban schools relatively low in poverty/minority enrollment have scores below the average student in disadvantaged urban schools with high poverty/minority enrollment. There thus is relatively little overlap between the two groups, and a large proportion of urban students attending public schools high in poverty/minority enrollment are not acquiring reading skills adequate to learn well in high school.

Data collected by the NAEP also indicate that the reading proficiency score for seventeen-year-olds attending schools in disadvantaged urban communities (266) is slightly below that for thirteen-year-olds in advantaged urban communities (268), and that the reading proficiency score of black Americans 21 to 25 years of age (263) is also below the score for thirteen-year-olds in advantaged urban communities. The low reading performance of black students (as well as other children and youth concentrated in urban poverty areas) is related to a recent GAO report indicating that black youth between the ages of sixteen and 24 who graduated from high school but did not go to college were no more likely to be employed than those who did not graduate.

How can we begin to address the problems of low achievement in urban areas more successfully in the future than has been true in the past? As you know, a comprehensive answer to this question would require several

volumes. Instead of trying to provide such a response in a few minutes, I will endeavor to identify a few of the most important themes, guidelines, and criteria that must be taken into account in order to make urban school improvement efforts more successful. My remarks will be organized under the headings "Resources", "Organizational Arrangements", "Testing", "Secondary Schools" and "Preparation of Administrators." A more extensive discussion of these and several other topics is provided in the paper which Dean Eugene Eubanks of the UMKC School of Education and I prepared for the Committee.

RESOURCES

Experience, common sense, and some research support the conclusion that significant additional resources generally are required to substantially improve the achievement of students attending poverty schools in big cities. Among the major categories in which expenditure increases generally are required are the following: class size, supervisory and technical assistance personnel; instructional materials and supplies; and specialized personnel such as librarians and counselors. Due to time limitations, I will limit my comments today to the class size component.

Class size. Whether class size reduction results in improved achievement has been a long and tortuous controversy among education researchers. Without recapitulating the history of this controversy, I can report that there is now some consensus for the conclusion that substantial changes which reduce class size below the fifteen-to-twenty range can improve achievement provided that such reductions are taken advantage of to modify and improve instructional practice. Beyond this common sense conclusion, several recent studies support the emerging and interrelated conclusions that the number of low-achieving students may be more important than the number of students per se, and that classes with a relatively high proportion of low achievers must be small if the average teacher is to function effectively in this difficult environment.

It is true that substantially increasing expenditures for class size reduction and other improvements at poverty schools does not and will not automatically result in improvements in instruction or student performance. Resources can be increased far beyond the average level in a school district, but little or no improvement will take place unless they are used to bring about fundamental changes in instructional methods, organizational arrangements, and other aspects of education.

It is also true that there are some poverty schools which already have an adequate level of resources and are much more dependent on changes in their utilization rather than additional increases if improvement is to occur in achievement. Some New York City schools, for example, have relatively large resources available through various local, state, and federal sources, and may not require additional money to bring about substantial improvement. In our experience, however, such schools are much more the exception than the rule nationally.

ORGANIZATIONAL ARRANGEMENTS

During the past fifteen years I have devoted a considerable amount of time to studying, visiting, and otherwise learning about effective poverty schools at which average reading or math achievement is much high-

er than other similar schools. One of the most important characteristics which distinguishes these successful poverty schools is that they have unusually effective arrangements for teaching low-achieving students.

One particularly critical aspect of organizational arrangements in big cities involves coordination of the regular instructional program with compensatory resources such as Chapter 1. The modal approach for providing compensatory education is to "pull" students from regular classes for special assistance, but many or most pullout arrangements unfortunately are not working effectively because they are poorly coordinated with regular instruction, reduce accountability of regular teachers, create confusion and disruptive movement throughout the school day, and otherwise detract from effective delivery of instruction. New York, Kansas City, and some other urban districts have made large improvements by reducing or eliminating pullout, and many other districts must either emulate their example or find ways to implement pullout more effectively, if academic achievement is to be substantially improved at urban schools

TESTING

Achievement patterns in many big cities indicate that much emphasis is being placed on improving students' performance in "basic" rudimentary skills that are easiest to teach and test. In addition, such skills are easiest for students to learn and not only help keep them "occupied" with worksheets and workbooks but also tend to bolster their sense that they are accomplishing something in school. It is difficult for teachers and students to resist this tendency, particularly since emphasis on higher-order skills calls for more sizable classes with a high proportion of low achievers. Data on achievement trends in big cities support the conclusion that much progress is being made in teaching low-level skills, but deficiencies in higher-order skills are still severe.

Worse, testing practices frequently reinforce destructive tendencies to overemphasize lower-order skills. For example, state or district tests in some locations specify a large number of sub-skills that are supposed to constitute "reading", but instruction in these sub-skills frequently only helps students select the correct multiple-choice response on a test but not actually read with understanding. When such tests are imposed as the standard for performance across a diverse set of schools, students in middle-class schools generally perform well and move quickly to instruction in more important higher-level skills, while students at poverty schools in the inner city get mired in a repetitive cycle marked by learning, [illegible]etting, and re-learning of narrow sub-skills.

Testing can be an engine for improvement rather than a generator and re[illegible]rcer of destructive emphasis on lower-order skills in the inner city. Am[illegible], the viable options available to administrators, policy-makers, and other school officials are to emphasize components of standardized tests that deal with the relatively most important higher-order skills, or to use tests, such as the Degrees of Reading Power, that are designed explicitly to assess performance on dimensions other than rote mastery of narrow sub-skills. It will be unnecessarily difficult to wean teachers and students from emphasis on rote learning so long as performance is assessed on the wrong learning measures.

SECONDARY SCHOOLS

At the senior high and intermediate (i.e., junior high or middle school) levels, the conclusions set forth above regarding resources, organizational arrangements, and testing also apply, but problems in reforming secondary schools are more severe than those encountered at the elementary level, and therefore workable solutions require even greater change in traditional practice. Several conclusions regarding successful reform of secondary schools with a high proportion of low-achieving, disadvantaged students are enumerated below.

1. Urban secondary schools enrolling many low achievers require fundamental structural change. Productive structural change can include such possibilities as creation of "school-within-a-school" units, establishment of "Institutes" or "Centers" that allow students to concentrate on studies in which they are particularly interested, and arrangements for teaching across subject areas to emphasize common themes in English, social studies, math, science, and other subjects. Parenthetically, I should add that successful structural change of this sort typically requires an increase of twenty to thirty percent in per pupil expenditures.

2. To carry out major improvements in structure, staffing, and instructional approach, secondary schools generally require at least one support person for every nine or ten teachers. Support staff can include a variety of positions such as administrator, supervisor, counselor, subunit director, program coordinator, specialist in curriculum and/or instruction, staff development specialist, or technology specialist. Successful organizations in business and industry, health care, military services, and other fields typically have one support person/supervisor/technical consultant for every eight-to-ten employees. It is hard to understand why people believe that schools, which have increasingly complex and difficult objectives to carry out, can function effectively with a much smaller amount of leadership, supervision, and technical support.

PREPARATION OF ADMINISTRATORS

Pre-service and in-service preparation of administrators must be substantially strengthened or the effective schools movement probably will thrash around without having a systematic national impact Serious efforts to improve administrative leadership necessarily will include the following interrelated components:

a) paid internships at both the pre-service and in-service stages; and

b) opportunities to gain first-hand familiarity with instructional arrangements, operational procedures, climate improvement efforts, and other aspects of education at unusually effective schools. Such familiarity with effective practices can be obtained through a combination of internships, mentor programs for new or potential administrators, collegial study arrangements through which administrators visit and analyze each other's schools, and other means.

CRITERIA FOR URBAN SCHOOL REFORM

Based in part on the preceding discussion, one can begin to identify criteria th may prove useful in guiding urban school improvement efforts at the local level and in providing external assistance to make such efforts feasible and successful. Some of these criteria may be stated tentatively as follows:

1. Urban school improvement and reform efforts must have sufficient resources to address issues involving class size, provision of supervisory and technical-assistance personnel, and other imperative needs, if the performance of disadvantaged, at-risk students is to be substantially improved.

2. Urban school reform efforts must specify and bring about improvement in organizational arrangements for teaching low-achievers, particularly with respect to coordination of Chapter 1 and other external assistance with local funds.

3. Testing- and therefore evaluation- must emphasize mastery of the most important learning skills such as comprehension in reading and problem-solving in math, with a consistent focus on application, thinking, and learning-to-learn rather than rote memorization and regurgitation of low-level skills.

4. Reform efforts to help at-risk students in urban secondary schools must emphasize structural change such as establishment of "school-within-a-school" units.

5. Provision must be made for systematic improvement of pre-service and in-service training of principals and other administrators, through such mechanisms as intensive internships and other opportunities for gaining first-hand familiarity with productive and effective practices regarding improvement of organizational and instructional arrangements and school climates.

Mr. Chairman, I thank you again for this opportunity to talk with the Subcommittee, and will be happy to answer questions.

Chairman HAWKINS. The Chair would like to commend the witnesses. You have not only presented us with a lot to consider, but also you have been very concise and very articulate in your views and recommendations.

I would like to ask Mr. Carnes a question. I don't know whether you would be the one to answer this question. If not, you may simply indicate that you were merely presenting the views that you presented today in connection with the adminstration's proposal.

Several of the witnesses have indicated that many of the programs that they were recommending today, in particular the immigrant program and the magnet school program, were either scheduled for elimination or for zero funding. I am not so sure just what the justification is for that recommendation by the department.

Are there reports or studies that they have made, or is it merely for budgetary considerations? As I say, you are speaking, I believe, on behalf of the adminstration. If you would care to comment on it, it certainly would be helpful.

Mr. CARNES. Yes, I would be very happy to answer that.

Chairman HAWKINS. Magnet schools, as I understand it, is being recommended for level funding.

Mr. CARNES. Absolutely.

Chairman HAWKINS. And the immigrant program, for zero funding; is that correct?

Mr. CARNES. That's correct, Mr. Chairman. We are strong advocates of the Magnet Schools program, and we recommend that program to you every bit as strongly as Ms. Gibbs did. We believe that it has proved itself to be very successful both in its ability to improve the overall quality of education and to assist in desegregation efforts.

Beyond that, let me talk about immigrant education just for a second. Again we have recommended the elimination of funding for this as a separate program, on the grounds that most of the services, if not all the services, provided under this program are also provided for in other programs that are funded by Congress in, for instance, Chapter 1 or bilingual education. To that extent, there is a question of overlap between immigrant education activities and these other programs. For that reason, we are recommending that this particular set-aside be eliminated.

Chairman HAWKINS. Usually, when reference is made to the continuation of programs with funds from other programs, that simply means that they are not even considered in the other programs because there isn't enough money to go around. So the result has been, wherever these programs are consolidated with other programs, they not only lose identification but they also lose their funding or else they must compete with other eligible groups that are equally concerned about the reduction in the funding. So we end up not continuing the program or else placing the persons benefitting from a program in competition with other needy groups.

So it just seems to me that we have to look at it for what it is, and that is simply an attempt to wipe out Federal programs rather than to continue them.

Mr. CARNES. Well, I take your point on that, Mr. Chairman. But I would also observe that, by and large, the activities that are sup-

ported here are also supported in other programs that the department funds. As you know, we are requesting increases in the Chapter 1 program in the neighborhood of $200 million, which is a significant increase.

To the extent that there is that overlap, then we think that, given the increases that we are proposing, that these activities will be sustained, given the fact they are already being performed.

Chairman HAWKINS. Isn't it true that the $200 million increase is not really an increase because it doesn't really take care of inflation?

Mr. CARNES. No. it is more than the rate of inflation. Inflation in the past year was less than two percent, and the increase that we are proposing is approximately five percent.

Chairman HAWKINS. Well, according to the Congressional Budget Office, they have indicated that it is only an inflation increase and not a real increase. But even stipulating that it is in any way an increase—and I think I am being very generous in saying that it is an increase—it would be so negligible that it certainly would not take care of the programs that are being shifted to other programs, particularly when none of the other programs for the most part are being increased.

You certainly aren't increasing the immigrant program, for example, when you are eliminating altogether the funding of it. So none of that money is being transferred over to any of the other programs that you vaguely refer to as being able to take care of this issue.

Mr. CARNES. Well, based on our current services estimates, the increase needed for Chapter 1 to cover inflation in FY 1988 is $54 million over the current level. We are proposing an increase of $200 million, or $146 million beyond the amount needed to cover inflation increases. We further believe that the additional funding for Chapter 1 more than offsets the $30 million reduction in the other.

Chairman HAWKINS. But when we really get down to it, are we talking about fewer children being served or more children? The need is building up constantly in the meantime, so even getting away from what may or may not be enough to cover the cost of inflation, we still have greater need for these programs.

There are many more poor people today than in 1980. There are many more children who are poor today and who are in need of these special programs today than in 1980. By any stretch of the imagination can we say that we are any better off now, in terms of funding, than we were in 1980. As a matter of fact, taking inflation over a long period of time and not dealing with a single year, we are much worse off and fewer children are being served. Is that a true statement or isn't it?

Mr. CARNES. Well, I guess we are just going to have to disagree on this, Mr. Chairman, because the numbers as I presented them are the numbers as we see them. And what we are proposing is an increase of 2.5 times the rate of inflation, an increase that more offsets the reduction we are proposing in immigrant education. That in itself represents an increase. To me, a $200 million increase, less an increase of almost $60 million for inflation, plus $30 million for immigrant education is a net plus. I mean, you add it

up, we'd still come out a net plus, and that's the way the numbers work.

Chairman HAWKINS. Well, this is the first time you have advocated an increase, which I commend you on that small move.

Mr. CARNES. We have advocated an increase in this program very, very strongly all year.

Chairman HAWKINS. Chapter 1?

Mr. CARNES. Yes, indeed, sir.

Chairman HAWKINS. Are you saying that Chapter 1 has been increased since 1980?

Mr. CARNES. No. You said that this was the first time that you had heard that we were advocating an increase, and I said that certainly when Secretary Bennett appeared——

Chairman HAWKINS. In Chapter 1?

Mr. CARNES. Yes, sir. Yes, sir. This year we advocated an increase very strongly.

Chairman HAWKINS. Well, I know this year you did, and I commend you on that.

Mr. CARNES. I just am responding to your question.

Chairman HAWKINS. But isn't it true that Chapter 1 has been decreased since 1980 in constant dollars?

Mr. CARNES. Well, I don't have the figure before me since 1980. But I might also point out that the funding levels that have been provided for Chapter 1 have been the levels that Congress has appropriated. Now, we have not sought to reduce Chapter 1, and we are indeed now proposing to increase it.

Chairman HAWKINS. Well, the Congress itself has resisted the President's budget constantly since 1981 and has been more liberal than what has been recommended by the President. Isn't that so?

Mr. CARNES. Well, we have not requested a reduction in funding for this program for over five years.

Chairman HAWKINS. But you are not keeping up with inflation. That's the point.

Mr. CARNES. Well, my point just now was that we are proposing an increase 2.5 times the rate of inflation.

Chairman HAWKINS. Well, we are commending you for that one time.

Mr. CARNES. I can't go back and request increases for prior years.

Chairman HAWKINS. Well, let me get onto something else. Thank you very much for your answer.

Mr. CARNES. Thank you.

Chairman HAWKINS. Mr. Vargas, under the program, the Immigrant Assistance Act, you had indicated that in the context of the overall underfunding of programs benefitting immigrant children, that there has been a serious attack on the problems of immigrants. In that connection, you mentioned the Bilingual Education Act and Chapter 1, both of which have been severely underfunded, according to the record.

With respect to the Bilingual Education Act, which is certainly one of the controversial issues before this committee, does La Raza support the continuation and expansion of that act, or would you in any way wish to take any position on the efforts of some people to revise that act and open it up for so-called alternative programs? Have you taken any position on that issue?

Mr. VARGAS. Yes, sir, we have. We enthusiastically support H.R. 1755 without any reservations whatsoever. We do not support any alteration in the present funding mechanism, the way the percentages are set aside.

In respect to the funding of the program, Title VII this year has been recommended for level funding. As you pointed out with Chapter 1, the increase in Chapter 1 was an inflationary increase. There was no such increase for bilingual education. So with the elimination of emergency immigrant assistance we will be placing an even greater burden on these programs that, as it is, are not serving the entire population in need. Chapter 1, I believe, serves somewhere between 40 to 50 percent of the population in need, and bilingual ed much, much less than that.

Chairman HAWKINS. Well, do you think that bilingual education can assume the responsibility of any other program, including the immigrant program, with the current funding level?

Mr. VARGAS. We believe that, as it is currently written, and especially as in the bill that you have introduced, it has the potential to do that, but not at its present funding level, no, sir.

Chairman HAWKINS. What has been the experience of your organization with respect to the operation of the Bilingual Education Act? There has been a suggestion that much more discretion should be given at the local level for alternative programs, taking the money, obviously, out of the total funding for the Bilingual Education Act. Do you consider that it has succeeded or that other programs offer greater opportunity of success than what has been done under the Bilingual Education Act?

Mr. VARGAS. Well, sir, since the Bilingual Education Act was reauthorized in 1984, we believe that it has been very successful in its mission to educate limited-English-proficient children. We believe that, as written, it is almost at its optimum in serving these children, that the use of native language is important for educating these children.

We look at research and other experiences in which native language is not used, where academic gains by children were not as great, and perhaps there were very little, if any, academic gains for these children. We believe that these children deserve the best education that they can receive, and we believe that research and practice has shown that that type of education requires the use of native language.

Chairman HAWKINS. Thank you.

Mr. Bartlett.

Mr. BARTLETT. Thank you, Mr. Chairman. My question is for Secretary Carnes.

Secretary Carnes, I know you are here testifying on other categorical programs, but if I could, I would like to revisit the issue of bilingual education.

As you know, in the past Secretary Bennett has expressed his willingness in general terms to support an increase in bilingual education funding should additional flexibility be built into the law. It seems to me that now is the time to reduce the general support to more specific terms.

So my question is: As we face this markup next week, is the department willing to, and does it intend to work with the committee

to provide some assurances of an increase in funding for future budget years for bilingual education? Should we achieve some flexibility in bilingual education, which is a very, very important component of this as far as whether the administration is willing to advocate that?

Mr. CARNES. Yes, Mr. Bartlett. The administration, the Secretary, will support an increase in funding for bilingual education in 1988 and beyond if increased flexibility is provided in the Bilingual Education Act for alternative programs. I am not going to go into a litany of stories of recent calls that we have had about whether there is funding for alternative programs.

But let me say we would support such an increase in 1988 and beyond, and I think that if the program is opened up to allow greater opportunities for people proposing alternative ways of teaching bilingual education, that we in fact will seek an increase ourselves.

Mr. BARTLETT. Mr. Secretary, I would comment to you and to the other members of the committee that when we face the markup next week, I think that the committee does have some important decisions to make with regard to the education benefits to children, and it is gratifying to know that the administration will not only support, but actively seek additional funding.

It is not my intention, nor would it ever be my intention, to take any kind of a hard or an inflexible position of all or everything that I want or anyone else wants, and I think that the key to the success of bilingual education will be that the committee take a hard look at achieving some middle ground or some balance.

I am a supporter of bilingual education and have been all my life. I believe it is a successful program. I do think, from my observation of school districts around the country and in the southwest in particular, that while bilingual education has been a very successful program at the Federal level over the last couple of decades, that bilingual education in the last ten years or so has been even more successful at the local school district and by State law.

In my judgment, both California and Texas and other States have a superior State law than at the Federal level. Perhaps it took the Federal Government to get us started, but once we got started, I think we have achieved some substantial success.

I was raised in the sink-or-swim immersion environment of south Texas in the 1950's, and I am suggesting to you that we never will and never should go back to that sink-or-swim immersion. But at this point I think we can allow the Federal programs to catch up, to some extent, to some State programs.

So what I think that the committee should consider, and I will be working with other members of this committee and already have, would be to not make the program wide open but some additional flexibility with regard to alternative instruction, exchanging that for some additional funding, which is desperately needed, so that traditional bilingual education curriculums does not suffer in any way and in fact their position would be improved, blend that with a preference for smaller classrooms, again in keeping with many State laws, Texas, California, and others, which demonstrate that when you use other kinds of curriculum other than traditional bilingual education, the TBE, that a smaller classroom has a great

deal of positive impact on the student, combine that with a curriculum that is designed to achieve fluency within a three-year period of time for that student, while requiring that the student keep up with other core subjects.

It seems to me that rather than have a very difficult emotional argument and politicizing the issue, that this committee has a responsibility to depoliticize the issue and to return it just simply to the educational needs of the students.

I look forward to working with you and with La Raza and with LuLac and with some of the other organizations that are interested, as well as with members of this committee.

I yield back the balance of my time, Mr. Chairman.

Chairman HAWKINS. Thank you.

If the gentleman would yield.

Mr. BARTLETT. I would yield to the chairman.

Chairman HAWKINS. I would return to the question that you ask, which I think goes to the heart of what this committee is faced with next week. Did I understand that Dr. Carnes replied that the Administration would ask for additional money over and above the current level, if flexibility was provided? Is that your understanding?

Mr. BARTLETT. That is my understanding. Actively support it.

Chairman HAWKINS. I don't know what they mean by "flexibility."

Mr. BARTLETT. And depending on what we mean by "increased funding," I suppose. [Laughter.]

Chairman HAWKINS. Well, any dollar, dollar for dollar over the current level, I would assume, would be additional money, would it not?

Mr. BARTLETT. Yes, sir. Correct.

Chairman HAWKINS. The reply was that they would seek additional flexibility. My understanding is that the law already provides a 50–50 split of any additional money, which means that alternative programs would have available 50 percent of each dollar over that amount.

Now, is that my understanding correct?

Mr. BARTLETT. Mr. Chairman, I would say that the chairman is correct on both counts.

Chairman HAWKINS. Is that the administration's position?

Mr. BARTLETT. The current law—and in working with Mr. Kildee in the last session, we developed a law that should have worked to achieve both flexibility and additional funds, but, Mr. Chairman, it didn't, for a variety of reasons defy logic and rational behavior. But it didn't, and so what I am suggesting is we are all here interested in making the program work for the benefit of students and achieving both increased funding and additional flexibility without a wide-open sense.

So the administration, as I understand, said that they would actively support additional funding should we at the same time achieve some additional flexibility. And as I understood his answer, they would give active support.

Chairman HAWKINS. Let me call then on Mr. Kildee. I think he is next in order anyway. Perhaps he would like to clarify.

Mr. CARNES. If you would like to hear from the adminstration on that point.

Chairman HAWKINS. Mr. Carnes?

Mr. CARNES. Yes, it is true that every additional dollar beyond the current level would be split 50-50, but it is only up to a cap of a maximum of 10 percent of the total funds. That still is capped at a very low level for alternative programs. That cap is currently at 4 percent, but after you hit the $140 million target, then every dollar beyond that is 50-50 for alternative and TBE. What we are suggesting is that 10 percent is still a very tight cap. However, movement is what we are looking for, certainly, and if there is flexibility in the program beyond its current limitations, then we will be actively seeking and promoting increased funding for the program.

Chairman HAWKINS. Well, let me yield to Mr. Kildee.

Mr. KILDEE. Two points, Mr. Chairman. I am puzzled a little bit.

First of all, the 10 percent. You have within your hands right now, or the administration does, the ability to get more flexibility by asking for more dollars. That's 10 percent, up to 10 percent. But that 10 percent is actually 17 percent of the instructional dollars. So that is, I think, significant flexibility.

I am puzzled, though, because in the Immigrant Education Act, the bilingual aspect of that, Act you have total flexibility, and yet you are asking for zero funding in the area where you have total flexibility.

I am puzzled by that. Mr. Bennett could not quite answer that when I posed the same question to him.

Mr. CARNES. Well, I will hazard a reply to that one if you like, Mr. Kildee.

Mr. KILDEE. All right.

Mr. CARNES. Immigrant education provides for more than bilingual education.

Mr. KILDEE. I understand that.

Mr. CARNES. It is essentially general support.

Mr. KILDEE. Right. But within the bilingual aspect of that Act you have total flexibility.

Mr. CARNES. But there is no way of correcting what is going on with the immigrant education money as to whether it's going to bilingual education or anything else. It is basically general operating support.

Mr. KILDEE. Well, I am puzzled again, too. You are asking for the same amount this year, level funding.

Mr. CARNES. In bilingual.

Mr. KILDEE. Yes. And then you are asking for zeroing-out of immigrant education and refugee education, which receives approximately $4-5 million where you do have the flexibility.

Let me ask you, though—if I may, Mr. Bartlett—you said, in 1988. Are you referring to fiscal year 1988, or are you going to ask for it in 1988 for fiscal year 1989?

Mr. CARNES. In 1988, when the President submits the 1989 budget, if the law has been amended to provide for greater flexibility, we will be proposing an increase in funding.

Mr. BARTLETT. Would the gentleman yield?

Mr. KILDEE. Yes, it's your time.

Mr. BARTLETT. Perhaps I can help a bit because it does seem to me to be an important component, and I am sure that the administration would consider as part of the package supporting increased funding for fiscal year 1988 in the current budget year that we are considering.

Mr. CARNES. That's correct.

Mr. BARTLETT. Thank you.

Mr. KILDEE. For fiscal year 1988?

Mr. CARNES. We are locked into a position right now, but you wouldn't see us yelling about an increase even in 1988.

Mr. BARTLETT. Well, I would also hope we would see your active support.

Mr. CARNES. Yes.

Mr. BARTLETT. If in fact we have a package that is not extreme on one side or the other, but if we have a package in which we have a general agreement.

And if the gentleman would continue to yield just a moment.

Mr. KILDEE. It's still your time.

Mr. BARTLETT. I believe it is your time, but I will be very brief.

Chairman HAWKINS. You have sufficient time. We will add it. [Laughter.]

Mr. BARTLETT. The gentleman from Michigan and I were active in constructing that package, and we were very hopeful that it would result in the increased funding. And in every appropriations year, the gentleman from Michigan and I have gone to the Appropriations Committee and we have asked for and demanded and requested in the strongest terms the administration to request additional funding for bilingual education.

I guess what I am just suggesting is that it didn't work, and even though it was the best of intentions and the best plans, it didn't work. So now if we are reauthorizing bilingual education, I think we ought to attempt a different approach that achieves the same results or similar results as what the gentleman and I worked on before.

I yield back to the gentleman from Michigan.

Mr. VARGAS. Mr. Chairman, may I address the issue of flexibility?

Chairman HAWKINS. Yes. Mr. Kildee has the time, if he would yield.

Mr. KILDEE. Do I have the time now?

Chairman HAWKINS. We will give you the additional time, Mr. Kildee.

Mr. KILDEE. Thank you.

Mr. VARGAS. I understand the issue of flexibility and I understand the issue of political compromise, and that is an issue. But for a while I would like to step into my role as an educator and address what I believe to be the real issue here.

It is not flexibility, but it is whether what type of education we will be providing for the children who are limited-English-proficient. If we look at research, at practice, the use of native language has proven to be very effective, more effective, in teaching English, transmitting English acquisition and academic subject matter to children.

So the issue is not flexibility but whether we will be providing that type of education, the best education we can to children.

Mr. KILDEE. The GAO report indicates, too, that these methods that we have been funding have been working very well. What bothers me a bit is very often we can select in Government what we want. But the GAO has indicated, with regard to some of the claims of those who want more flexibility, that their claims as to the inadequacy of the traditional methods are not valid at all.

Mr. Carnes, I really commend you to read the GAO report. It is very, very supportive, I think, of the effectiveness of the methods we have been funding.

Mr. CARNES. I have read the report.

Mr. KILDEE. Okay. Thank you.

Mr. Chairman, if I may continue. I want first of all to express my regret at the fact that I was not here at the beginning of the meeting. My presence was required at a Democrat whip meeting where we planned the program and strategy for next week.

But I want to welcome to this committee Ms. Nona Gibbs, from Michigan, who is in charge of the magnet school program in Flint, Michigan, a program that has really had tremendous community support. It has worked very, very well. Twenty-seven schools are involved in that magnet school program. I just have a couple of questions of Ms. Gibbs on that.

Ms. Gibbs, in Flint, only the elementary schools were cited in the consent decree which required the desegregation efforts. How does this affect the funding for the middle and high school magnet programs?

Ms. GIBBS. Well, going back to when we first began with the mandate from the community that we develop the magnet programs, the local board went ahead and developed magnet programs—elementary, middle school, and high school. The funding that we have been receiving through the Federal grants and the ECJ block grant have only been for elementary, so that it has fallen on the district to fund the middle school and high school programs. So that puts a real strain on the local budget.

In the meantime, our community has become hooked on magnet programs. There is a network among our high school students where if we were to take away a high school program, we would probably have a real problem in our community.

So it has put an additional burden on our Flint board of education and our local budget. So I guess we are saying that the funding from the Federal level for the elementary would ease that level.

Mr. KILDEE. Thank you very much. You know, it's interesting that when I get all over that city every other week you find not only acceptance of magnet school programs; but in Flint among the parents and the children you find a great enthusiasm for it. They are anxious to get into a certain school and it has been very, very helpful, very productive.

Let me ask you this. As you know, I introduced the magnet school reauthorization again this year, H.R. 1896, with strong bipartisan support. If Flint were to receive a grant, and we are hoping that they will receive a grant for school year 1987-88, if Flint were to receive Federal assistance for magnet schools for this

coming school year, what specific improvements would you make in the program?

Ms. GIBBS. Well, we haven't been able to provide publicity about our program and get that out to the community. We have a network, an informal network of publicity which works fairly well. But we have new people moving into the community, and young families. We would like to be able to send that information out to all the communities so that they all have an equal opportunity to avail themselves of it.

We had a recruitment process that served us well in the initial stages of the development of the program. Now our needs have changed, and we need to refine that recruitment process. So we would look toward developing a recruitment process that could be done during the year rather than in the summer, so that we could get families to visit the schools, get inside the schools, to see the value in some of our schools where we have difficulty recruiting students to those schools.

We have a need for additional staff. We have had to cut back staff members such as a math and science specialist in a math and science school. We were not able to reduce and cut back a French teacher in a French magnet. You have to have a French teacher. But one of the cuts that had been made was to cut back the math and science specialists.

Well, now we would like to reinstate that because we have a concern from the community. They make a sacrifice of putting their child on a bus and going across town, and if we are not able to deliver the unique services and special services in that school, that school then is not different from their home school. So an additional staff member, that would address, I guess, something in the light of what Dr. Cooper addressed in his testimony.

With respect to identifying the learning styles of children who have special needs and look to instructional methods that would meet that learning style rather than to try to continue on with some of the kinds of methods that we have been trying to use in the past, which is to more or less pigeonhole students into the way we think they should learn. And we would like to assess the way they do learn and adjust our teaching methods to that.

We have a technological learning center, that when we had funds originally and put in the machines and computers and so on, we had the state of the art. But that was 1980, and computers have come a long way in the seven years. So we would need to update our equipment and materials in our programs.

We have not been able to have funds to do human relations kinds of activities. We have new bus drivers, new cooks, new teachers, new principals. We are in need of going back to the drawing board with staff development in the area of human relations and in the area of curriculum because we learn more from the research every year in the area of instruction, and so we need to constantly be updated and improve those methods. This funding would help us to do some of those major activities.

Mr. KILDEE. Thank you very much. I really appreciate your coming to Washington to deliver your testimony. As I say, I have looked at magnet school programs through the country, spoke to the group in Minneapolis last year, and have been impressed with

the importance of the magnet school program, and I am really impressed with the one we have there in Flint.

I again reiterate that when the bill was dropped into the hopper, we had strong bipartisan support for the bill, and I think we are going to get it reauthorized as well again this year.

Thank you very much.

Thank you, Mr. Chairman.

Chairman HAWKINS. Mr. Martinez.

Mr. MARTINEZ. Thank you, Mr. Chairman.

Mr. Chairman, I am going to use my time to make a couple of observations and comments to Mr. Carnes, because I have already asked the question of the department, and I would like to insert in the record the letter that I sent to the Department of Education and the response I got.

Basically, there is one very important aspect to it. In our letter we asked for any evaluation or studies of Emergency Immigration Education Assistance Act. The response we got back, as mentioned in the preceding response was: Neither we nor the States have as yet the necessary data to make an evaluation.

Now, I don't know how you determine that a program is overlapping. And I admit that in some instances it might be overlapping to a certain degree, but there are reasons for that. But how do you come to the conclusion that the program can be eliminated?

Basically, the program was started because of the impact of legal and then after a Supreme Court decision illegal immigrants were making on local schools. Since the local schools in most jurisdictions have no control over immigration policy or immigration control, they felt that the Federal Government should step in and provide that assistance there, and that is what actually happened in 1984.

The problem was that people in the DE have put their blinders on, they are headed for the tunnel, and as usual their position is, "Don't confuse me with the facts. My mind is made up."

Bilingual education is primarily for American citizens who have problems with the English language. There are 28 million American citizens who are Spanish-speaking and do not speak English as their first language. They are citizens, and have the right and, as in the *Lau* v. *Nichols* decision, are entitled to a quality education.

Bilingual education has two purposes in mind: one, to make students English-proficient, and two, to make sure they get a quality education. I think that is where it remains.

Where the Emergency Immigration Education Assistance Act had, as well as language one of the reason they could use the money, other reasons, too: materials, supplies, transportation, et cetera, et cetera.

I think there are two different animals, and you are comparing apples and oranges here, and I think that you really get into a false premise that just because a program is overlapping, that they are duplicative completely and that one should be eliminated and the other will pick up the slack.

Going back to the arguments that the chairman made, whether or not the increase in money is taking care of more than just the increased cost of living, the fact is that there simply would not be, in that amount of funding, sufficient monies for that what the

Emergency Act is supposed to be performing; that is, relieving the impact of stress created on local school districts by the impact of increased immigration, legal and illegal.

But more than that, back to the question of bilingual education which has been brought up, I was a product of an immersion program. And let me tell you something about the flexibility in that program, we got flexibility. Only 5 to 15 percent of the total population of need is being served.

So I suggest to you that all those other children that are in those other programs, in those immersion programs, dependent on the school district and whether they want to stick those kids into English classes where they're supposed to be the language expertise to teach them English, believe me, it does not work for everyone. It works for very few. Those students that are outstanding and would learn regardless of what was provided for them, those students that have a mental ability, are able to succeed excel in anything.

But the bulk of the people that grew up with me didn't succeed to the extent they should have in life and have had to settle for unskilled labor jobs and when the basic skills are left out. Those people are the same age I am and they're out without a job and without an education because they can't be trained for the new high-tech service-oriented society we are becoming. And they are at a great loss, and they are a part of that 17 million functionally illiterate people that we talk about, and yet we won't open our eyes and see. We just won't open our eyes and see.

I don't think the person that has the loss of sight is as blind as the person that has full sight but still refuses to see the facts. Bilingual education for the majority of the bilingual children or the children whose English is a second language need that native-language instruction. And don't tell me about it's a crutch and they've got to get out in a year or two years.

I think if you were really serious about anything, you would be serious about evaluation. Your department can't even evaluate this program. You say it's because the States don't have the information. Well, California provided the information to you, and there are other States that have. We have talked to Florida, and Florida has the information. It simply hasn't been requested. Everyone we have talked to, it hasn't been requested of them.

We visited the Prince Georges County schools, and it looked like the Title VII monies were being used for the same program as the immigrant assistance, but when you look a little closer, the Title VII monies are being targeted for U.S. citizens and the immigrant education monies are targeted for the immigrants. Maybe we need a definition or an amendment to the law that says those monies will be used exactly as they are being used there. Whatever the need be, I think we have to provide that need before we start eliminating the funding for that program.

Thank you, Mr. Chairman.

Chairman HAWKINS. Mr. Hayes.

Mr. HAYES. Thank you, Mr. Chairman. I do want to apologize for not hearing all the testimony of the witnesses. I have some concerns, though, with a couple of matters that have already been discussed while I have been in attendance.

One has to do with the magnet schools, which I think too has been a very successful program. And I understand the administration's position, Mr. Carnes, is to at least continue.

Mr. CARNES. We are a strong advocate of the Magnet Schools program, Mr. Hayes, and we support continued funding for that program.

Mr. HAYES. The current level of funding, do you think that would permit increasing the number of magnet schools?

Mr. CARNES. We think that the current level of funding will permit an increase in the number of magnet schools, because the way the program is structured, the program supports new schools every couple of years.

It is not the intention of the Federal Government to provide ongoing, continual support to magnet schools. We would like to help communities start magnet school programs, get them up and running, and then they need to run them on their own. They should not be programs that the Federal Government supports in perpetuity. So what we want to do is move the money on to other localities.

Mr. HAYES. Because there is a need for the expansion of this successful program. I can only think of my area, in Chicago, there is a very limited number of students that can attend these schools, and I think that the opportunities should be made available by an increasing number of schools for other kids to attend the schools.

Mr. CARNES. Well, some of the most successful programs, of course, have been started locally rather than with Federal money. And I don't want to downplay the role of the Federal Government here. Like I said, we are very supportive of this effort. But there are many, many success stories. We see them every day in the paper about people lining up days in advance to enroll their children in magnet schools, and it's a testimony to what a high quality education will do for people. It will attract people from everywhere across towns, across cities, across counties. It's a great program.

Mr. HAYES. Now, the other area of concern that I would like to direct at least some attention to has to do with the quality of teachers and the number of teachers. There is a decline, according to statistics I have read and heard, in the number of blacks and minority teachers. I think they only represent somewhere about 7 or 8 percent of the total number of teachers. That is critical when it comes to educating students.

I notice that in your statement, in which you support H.R. 1619, the Christa McAuliffe Teacher Training and Improvement Act, you say, "A number of recent reports on the condition of American education has recommended that training and quality of the teacher force be improved substantially in the years ahead."

You then state some reasons. You say, "Education has not established mechanisms for attracting and training talented people from other fields who want to become teachers." You say also that, "Many current teachers will reach a time and age," which is true, "in the coming decade when we will need to attract large numbers of high-caliber candidates to the teaching profession. Finally, outstanding teachers and administrators often do not receive the rewards."

What do you mean rewards? Is that monetary, or what are you talking about?

Mr. CARNES. It can mean monetary. It can also mean nonmonetary rewards such as recognition and honor from their colleagues.

Mr. HAYES. Do you agree that one of the incentives to attract people into the profession might be that we take a serious look at a Federal floor when it comes to salaries to qualified teachers?

Mr. CARNES. Absolutely not.

Mr. HAYES. You don't agree with that?

Mr. CARNES. Absolutely not.

Mr. HAYES. I am not talking about at the Federal minimum of the $3.35 level either, you know. [Laughter.]

But you don't agree with that? You don't think we need that?

Mr. CARNES. There should be no minimum. Bad teachers, poor teachers should not be paid anything.

Mr. HAYES. I said "qualified."

Mr. CARNES. Well, in any case, it is not the Federal Government's business to assure minimum salaries for teachers.

Mr. HAYES. We may have to take a serious look at that if we want to attract qualified people to the profession, even as they enter the school level to become teachers. The salary level as it is today certainly is not attractive to a lot of people who want to become teachers. And we need them.

Mr. CARNES. Well, I am not going to dispute this point with you, but in terms of shortages, I just don't think that all the data bear you out there.

I think, in addition, that the data that we are seeing in terms of the caliber of college students who are declaring teaching as their first choice for a profession has gone up in recent years. I just think that the evidence shows that in fact we are doing better there, not worse.

Mr. HAYES. I see your suggesting, to bear out your authorizing the support of programs to improve the teaching level, all the six, I think, suggestions that you make, none of them mentions an increase in the salary structure for teachers.

Mr. CARNES. Right.

Mr. HAYES. So that indicates that you certainly in your statement bear out your conviction in your thinking.

Mr. CARNES. Look, I am talking in my statement about a Federal program. We do believe that good teachers should get compensated accordingly, and in many cases, maybe most cases, should be getting better pay. We think that less competent teachers should be getting less pay.

But we are not arguing that, therefore, the Federal Government's responsibility is to step into the affairs of localities and States and tell them the minimum they have to pay their teachers and how they have to reward their teachers.

The salary question is none of the Federal Government's business.

Mr. HAYES. Well, I don't know. I don't agree with you. I am not saying it's their business. But as we allocate money, and we admit in front that the system needs improvement and one of the ways to improve our educational system is to get better teachers, better qualified teachers, and in order to do that we have to make it

somewhat attractive, I am saying that in order to reach that objective, we have to think in terms of at least the monetary value of having people there and increasing their salary levels.

Now, I don't say it's the Federal Government's responsibility. I know you say in here, "In our decentralized system of education, the responsibility for improving our teachers and teacher education lies principally with Governors, chief State school officers, and other officials at the State and local levels." Now, this is your position.

But I think the Federal Government has to think about helping these people in those categories if they are really sincere about improving our educational system, which we say in front needs to be done, in the first part of your statement.

Thank you, Mr. Chairman.

Mr. MARTINEZ. Mr. Chairman.

Chairman HAWKINS. Mr. Martinez?

Mr. MARTINEZ. Yes. I had neglected to ask that the letter that I wrote to the Department of Education asking for the various types of information, and their response, be submitted for the record.

Chairman HAWKINS. Without objection, so ordered.

Mr. MARTINEZ. Thank you.

Chairman HAWKINS. Thank you.

[The material referred to follows:]

COMMITTEE ON EDUCATION AND LABOR
CHAIRMAN
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES
SUBCOMMITTEE ON ELEMENTARY SECONDARY AND VOCATIONAL EDUCATION
SUBCOMMITTEE ON SELECT EDUCATION
GOVERNMENT OPERATIONS
SUBCOMMITTEE ON GOVERNMENT ACTIVITIES AND TRANSPORTATION
SUBCOMMITTEE ON EMPLOYMENT AND HOUSING
SELECT COMMITTEE ON CHILDREN YOUTH AND FAMILIES

Congress of the United States
House of Representatives
Washington, DC 20515
MATTHEW G. MARTINEZ
30TH DISTRICT CALIFORNIA

REPLY TO
WASHINGTON OFFICE
U S HOUSE OF REPRESENTATIVES
WASHINGTON DC 20515
(202) 225-5464
DISTRICT OFFICE
1717 WEST GARVEY BOULEVARD
MONTEREY PARK CA 91540
(213) 722-7731

February 18, 1987

Ms. Carol Whitten
Director, O.B.E.M.L.A.
Department of Education
300 7th St. SW, Rm. 421
Washington, D.C. 20004

Dear Ms. Whitten:

I am writing on behalf of the House Education and Labor Committee to request information on the Emergency Immigrant Education Assistance Act (PL 98-511). We are reauthorizing many of the major education programs early this year, and we need the following information for reauthorization purposes.

As you know, the Emergency Immigrant Education Assistance Act (EIEAA) funds educational services such as English language instruction, bilingual educational services, and special materials and supplies for immigrant children. In addition, EIEAA monies can be used for both basic instructional services which are attributable to the presence of immigrant children and training of needed personnel. We would like to get information on EIEAA appropriations to the local school districts in each of the 29 states receiving these monies. Also, we would like a funding breakdown for each of the types of service provided in the EIEAA program (ie., the amount spent on training of personnel, etc.).

We are also interested in any evaluations or studies of the Emergency Immigrant Education Assistance Act made by the Office of Bilingual Education or others. Finally, we would like information on the relationship between local spending of Bilingual Education Act monies and Emergency Immigrant Education Assistance Act monies. Since these programs are two distinct programs that were set up to help two different sets of children in local school districts, we would be interested in what safeguards are in place to prevent local school districts from using the monies in these programs for a single purpose. Again, any evaluations or studies would be extremely helpful.

Thank you for your help, and we look forward to your earliest response in this matter.

Sincerely,

Matthew G. Martinez

MATTHEW G. MARTINEZ
Member, Subcommittee on
Elementary, Secondary and Vocational Education

c.c. The Honorable Augustus Hawkins
Chairman, House Committee on Education and Labor

UNITED STATES DEPARTMENT OF EDUCATION
WASHINGTON D.C. 20202

MAR 24 1987

Honorable Matthew G. Martinez
Subcommittee on Elementary and
Vocational Education
U.S. House of Representatives
Washington, D.C. 20515

Thank you for your letter of February 18, 1987 in which you requested information on the program funded under the Emergency Immigrant Education Act (EIEA). There are four areas that you expressed interest in. I shall address each one of them in the order as they appear in your letter.

1. EIEA appropriations to local school districts.

We do not have comprehensive information on the actual amount of each subgrant that the State education agencies (SEAs) made to local educational agencies (LEAs).

The California Department of Education did send us a copy of a report on Emergency Immigrant Education Program for 1984, which contains detailed information on the distribution of subgrants. Since California received more than a third of the total EIEA funds, both the financial and programmatic information contained in this report will help address your concerns. A copy of the California report is enclosed.

2. Funding breakdown for each of the types of services provided.

The EIEA was enacted in 1984. The first year grants were awarded to States for use in school year 1984-1985. Typically the first year funds were used to start the program. For most schools full operation of the EIEA began in school year 1985-1986. The third year has not yet ended. Because of the newness of this program, most States have not had time to collect data on the types of services provided by each school district. Based on contacts between our program staff and the EIEA State coordinators, almost all the school districts use the English as a second language (ESL) approach in language instructions.

3. Evaluation or studies of Emergency Immigrant Education Act.

As mentioned in the preceding response, neither we nor the States have as yet the necessary data to make an evaluative study.

4. What safeguards are in place to prevent local school districts from using the monies in the EIEA and Bilingual Education Act programs for a single purpose.

The EIEA program is a true formula program. Funds are distributed based on numbers of children. The SEA and LEA have considerable discretion in the use of the funds. Congress has enacted the Single Audit Act of 1984 which requires a comprehensive audit of the grantee's use of all Federal program funds. At that time any inappropriate expenditures would be identified and disallowed. The LEA or SEA would be required to reimburse any disallowed costs.

I hope the above fully address your concerns. Should you have any other question, please let me know.

Sincerely,

Carol Pendas Whitten

Carol Pendas Whitten
Director
Office of Bilingual Education
and Minority Languages Affairs

Enclosure

Chairman HAWKINS. Mr. Atkins.

Mr. ATKINS. Thank you, Mr. Chairman. I just have a few questions for Mr. Carnes, if I might.

Mr. Carnes, I represent Framingham, Massachusetts, which is the original home community of Christa McAuliffe, also the home of Framingham State College, which is her alma mater and also the school founded by Horace Mann as the first teacher training school in the country.

One of the things that has been particularly puzzling to us is that last year, the Congress passed in the higher education amendments the Christa McAuliffe Fellowships, which were enormously well received around the country, but then the administration put those in a rescission list. It created all kinds of confusion for people who had been planning to apply for those fellowships.

I am wondering if you could give me a status report on where those are and when people might expect to be able to apply for them?

Mr. CARNES. Surely, Mr. Atkins. As you know, what the administration did upon the tragic death of Christa McAuliffe and the other astronauts was first to propose a memorial program in her honor. We set up a program that totaled $1 million. We are shortly going to announce and in fact we are going to award $2 million to provide opportunities for teacher training this spring and summer.

Mr. ATKINS. That is the money that was appropriated by the Congress?

Mr. CARNES. This one is funded under the Secretary's discretionary funds. He is devoting $2 million of his discretionary funds to programs in honor of Christa McAuliffe which he established. The program that you are talking about was formerly titled the Talented Teacher Fellowship program, and that program received an appropriation of $2 million this year for the first time. The status of that program is that the NPRM, the proposed rules, will be published in May, and awards will be made in June.

Mr. ATKINS. So how about for the Secretary's discretionary program, when will those awards be made?

Mr. CARNES. Those awards are scheduled to be made on roughly the same schedule. Applications are already in. We have had a tremendous number of very good applications. That's why we doubled the amount of money that we were going to put into it, and those awards will be announced, I expect, within the next several weeks, but surely I would say in less than two months.

Mr. ATKINS. I see. And you don't see any problem in getting applicants for the 1987-88 academic year, in light of the delays in the announcement?

Mr. CARNES. No. I don't see problems in that. In fact, our expectation is that we will get a good number of applications, just as we did with the applications for the program that the Secretary established.

Mr. ATKINS. How many applications did you get for the Secretary's program?

Mr. CARNES. My recollection is it was well over 650. I just don't have those numbers at my disposal, but I will provide them for the record.

Mr. ATKINS. Okay.

[The information follows:]

[Some 383 applications were received, of which 367 were eligible.]

Mr. ATKINS. I would encourage you. I know those regulations are presently before OMB.

Mr. CARNES. Right.

Mr. ATKINS. I would encourage you to get those out. I think there has been an enormous amount of confusion among people who are very enthusiastic about the program.

I will have to say that I am a little confused that the Christa McAuliffe scholarships were put on a rescission list by the administration, and then the Secretary chose to take $2 million of his discretionary funds to set up the same program. It would seem if you are going to use your own discretionary money for a program, it seems somewhat puzzling that you would want to rescind the money that Congress appropriated for it.

Mr. CARNES. But we had already decided, prior to any rescission list, that we were going to allocate the Secretary's discretionary funds for a competition in honor of Christa McAuliffe. We made that decision prior to submitting the budget to Congress and prior to making a decision on the Christa McAuliffe Talented Teacher program. So, prior to that decision we had already allocated our own resources to that.

Now, what we are proposing this year is that we adopt the same proposal, the same activities that are supported in the Christa McAuliffe program that you are talking about and include it in our larger teacher training program. It will support precisely the same activities, only a lot more of them.

Mr. ATKINS. But your program that you are proposing would be a reduction of how many million dollars over the present level of effort in teacher training?

Mr. CARNES. If you leave aside the LEAD program, which is a program that is designed to train administrators in business practices——

Mr. ATKINS. Well, how about if we include all the training?

Mr. CARNES. You can't include that because it's not a teacher training program. It's not a teacher training program at all. It is a training program in management skills. If you exclude that program, then the funding level for what we are proposing and what currently exists is almost identical, within $2 million or $3 million.

Mr. ATKINS. But $2 million or $3 million less.

Mr. CARNES. That's correct.

Mr. ATKINS. All right. And if you do include the LEAD program, how much less is it?

Mr. CARNES. If you want to include the LEAD program, which doesn't go to teachers anyway. then it's $11 million.

Mr. ATKINS. Then it's $11 million less.

Mr. CARNES. But the teachers are not getting that money anyhow.

Mr. ATKINS. I guess the problem is that—and I know, in talking with people who are planning to go into teaching at Framingham State College and the school administrators and teachers in schools around my district—that there is a real confusion about the administration's policies in education and particularly teacher training,

and that it seems to these people that the more fervent the rhetoric of the administration, of the Secretary and the President, that the more often they're in a classroom, the more cuts that are coming in funding for education.

It has gotten to the point where teachers that I talk to are afraid to see the President in a classroom, much as they think that——

Mr. CARNES. I doubt that, Mr. Atkins. I seriously doubt that.

Mr. ATKINS [continuing]. It sends a national message——

Mr. CARNES. That is certainly not what happened in Columbia, Missouri.

Mr. ATKINS [continuing]. Because what happens when the President leaves the classroom and the TV cameras leave, that it means another round of cuts in education.

It is a kind of a nasty bait-and-switch operation, that you get the visibility and you get the rhetoric, but you're not getting the tools to do the job.

Specifically, if I can go beyond teacher training, I also represent the City of Lawrence, Massachusetts, which has as a percent of its population the highest number of immigrants, new immigrants coming into the city and being absorbed on a regular basis, and it is a city that has virtually all of their systems, the educational system that has to absorb several classes a month in new immigrant students essentially, that has other requirements on virtually all of the city services, and they desperately depend on the Emergency Immigrant Assistance Act.

This is a system that has made a commitment to integrating these new immigrant students into the English language as quickly as possible, mainstreaming them not just as a matter of philosophy but as a matter of absolute necessity. They are struggling in every way imaginable. They have been able to avoid having to have a busing program that would have been enormously disruptive there because of the availability of Federal magnet schools.

They almost feel as though there is some perverse sense on the part of the administration in terms of the educational policies, that it seems to them that the systems that are in the greatest need, the systems for whom each dollar of Federal expenditure means the most per student in terms of increased educational opportunity, are the ones that are being specifically targeted by this budget, that the teachers who teach in those schools are being targeted, the classrooms that are receiving the emergency immigrant assistance money are being targeted, and the students who manage to graduate from the high school—and it is a very small number of them—are targeted in terms of their abilities to go on to postsecondary education.

It seems almost like a "reverse American dream," that the people come in and the harder you work and the more you try to follow a part of the American dream or the American experience, the less the Federal Government is willing to be a partner with the States and the localities.

Mr. CARNES. Let me respond to a couple of things there, Mr. Atkins. You know, I think better of your teachers than you do, I really just find it hard to believe, but maybe it is true that teachers in Massachusetts or in your district would be sorry to see the President come.

Mr. ATKINS. Well, they are sorry, if I could——

Mr. CARNES. No. You are the one who said that they would be sorry to see the President come.

Mr. ATKINS. They are sorry because they know that it is inevitably followed by a cut of some program or another that is absolutely essential for them being able to improve the quality of education and to do the very things that the President has exhorted them to do.

Mr. CARNES. As I have testified before, we are a strong supporter of the Magnet Schools program. I testified, as Secretary Bennett did at great length before this committee, to explain the rationale for how we derived our budget. What you are saying is "let's fund everything, more, more, more; let's fund everything, everything's nice."

What we are saying is that we do not have the resources to fund everything, everything that is nice. We have to make decisions about what are the essential things that need to be funded. And what we are suggesting is that when you draw up your list of priorities——

Mr. ATKINS. Could you just tell me why is Emergency Immigrant Assistance not on that priority list of things?

Mr. CARNES. You were not present for the long colloquy that the chairman and I had on the Emergency Immigrant program. I would be happy to go through that with you again.

The reason we are not funding that is that we are providing far in excess of the funding that we are proposing to reduce. In that program we are proposing far in excess of that funding level in the Chapter 1 program.

Now, the Immigrant Education Act program primarily provides general operating support. It is not targeted specifically on the needs of immigrant children. That's the way the thing is structured in the statute. What we are saying is that these children have specific, concrete needs Let's meet those needs through the existing programs that we have, and we have provided an increase 2.5 times the rate of inflation to do that.

Mr. ATKINS. But what has happened is that if you look at the funding level, it's a pea-and-a-shell game, that there is less money overall for education and it's an old game of putting everything in one pot and then saying it's in there and there's more for everything, so that you name a Christa McAuliffe Fellowship and then you take money away from teacher training; you say that the Emergency Immigrant Education Assistance Act isn't targeted well enough and then you take it away from these schools that are desperately in need of this money and are using it very, very well by your own admission in all of the reports that you have.

I think there is just a tremendous amount of confusion out there at a time that localities and that States are pouring in very, very scarce resources that they have into education at a time that the Federal rhetoric has never been greater in terms of the importance of education to our economic survival, and we have this inverse proportionality in terms of Federal willingness to have any kind of partnership in these programs.

Mr. CARNES. That is just simply not true.

Mr. ATKINS. Well, it's true if you look at the numbers.

Mr. CARNES. It's not true.

Mr. ATKINS. I think the numbers speak louder than the words. The numbers are less.

Mr. CARNES. The numbers are more.

Mr. ATKINS. Are you telling me that the administration's overall numbers for support of education——

Mr. CARNES. I thought you were talking about activities to support children who had special language needs. I am telling you that the money that we are putting in there is an increase. Now, if you want to talk about higher education, we can talk about that. If you want to talk about vocational education, we can talk about that.

Mr. ATKINS. No, but what you are doing is you're saying that we're taking the money out of other pots that go to these same schools and then saying that we're giving more for emergency immigrant education.

All I know is that very specifically for the funds for the Lawrence school system, that the teachers in those classrooms that are 50, 60, and 70 percent immigrant kids, many of them new immigrants, that those teachers are going to have less by way of Federal resources when you add it all up in their classrooms.

Mr. CARNES. Not true. Not true.

Mr. ATKINS. Thank you, Mr. Chairman.

Chairman HAWKINS. Mr. Sawyer.

Mr. SAWYER. Thank you very much, Mr. Chairman.

Let me shift down the table a little bit, if I might, please, sir.

Chairman HAWKINS. Are you going to include anything with reference to science?

Mr. SAWYER. Yes.

Chairman HAWKINS. Because we had wanted to question the witnesses, but I knew that that was an area in which you were specifically interested, and I did not do so. Since you weren't included, we yield additional time to you to do so.

Mr. SAWYER. I appreciate that, Mr. Chairman. I thought it important, as we are looking at making the choice between funding things that are nice and funding those things that are really fundamental—that are critical to our national standing—that we come a little more to grips with one of the points that Mr. Lee touched on.

I was wondering if you might expand on how demographic changes are going to affect the teaching of math and science in the future? In the past, we have witnessed a kind of boom-and-bust cycle of national concern over math and science instructions. The data we are reviewing seems to reveal deeper, more structural problems. How can Title II keep to overcome that?

Mr. LEE. I think the first part of this I will defer to Bill Aldridge, the executive secretary of the National Science Teachers Association.

STATEMENT OF BILL ALDRIDGE, EXECUTIVE DIRECTOR, NATIONAL SCIENCE TEACHERS ASSOCIATION

Mr. ALDRIDGE. Thank you.

As we have pointed out in the written testimony, there are clear indications of a crisis of enormous proportions coming in the period from about 1990 to 1995. Some of those changes have already

begun, and in fact relate directly to some of the discussions that I have overheard here in regard to the bilingual programs and for the immigrant programs, because you can talk about increasing the funding.

But in fact when you look at per-child basis, that population at that level is increasing at an enormous rate. So if you take a per-person estimate, you will find that it is substantially lower support.

But that, of course, isn't our concern here; we are concerned about the science and math component.

The Title II bill that has been introduced expands what had been $80 million—$79 million, actually, last year for science and math, an area that was critical to the national security and competitiveness of this country—now expands that to cover teachers, administrators, and everybody else and represents a reduced funding level of about $10 million.

The demographics are such that if you look at the period from 1990 to 1995, at the very time when the 18-to-24-year-old population, the people who are going to have to enter the schools to teach, who are going to have to enter industry and are going to have to become scientists and lawyers and every other type of occupation, when that population is at its lowest point, that's when the need is going to be the greatest.

The reason for Federal intervention is when the States and local Governments cannot manage a problem. The demographics, the critical need to improve our technology and our scientific base of the population, all argue for Federal intervention. All of the surveys of data that we have available indicate that that need rests mainly in the areas of science and mathematics.

It certainly does not rest, for example, in general or for school administrators and so forth, and you certainly don't improve a problem by spreading out what is already inadequate support for science and math and spreading that among the entire population and then cutting the level of support.

I would assert that the administration's bill is simply an attempt to cut the education budget by $10 million and represents nothing more than that.

Mr. SAWYER. How can we use Title II to focus the benefits of the dollars that are available to us?

Mr. ALDRIDGE. Well, you've done that. I believe in our written testimony we have outlined a number of very specific programs that address the evidence which exists on need. You must do something about classes that are taught by teachers that have never in their lives had a course in the subject which they are teaching. That is not a very healthy situation for our science and technology base.

You know, if we don't do something about it, are going to have the Russians launching our satellites for us. We can't even seem to get a satellite up.

Mr. SAWYER. Or the Japanese launching Toyotas. [Laughter.]

Let me shift gears one more time, Mr. Chairman, if I might.

At a time when there is some confusion about what is more and what is less, could you comment from a teacher's point of view on the benefits of the current structure of the Secretary's discretion-

ary program? Maybe I will just leave this open for all the witnesses.

Mr. LEE. I am not sure if I can answer your question. Would you ask it again, please?

Mr. SAWYER. Well, Mr. Atkins just went through a considerable colloquy about the relative benefits of discretionary program.

Mr. LEE. Okay. I wasn't sure if that is what you were referring to.

Mr. SAWYER. From a teacher's point of view, from the point of view of one who has to deal with both the rhetoric and the reality; could you comment on that discretionary program and whether you see room for improvement—or other kinds of efforts to yield the kind of focus that you talked about in your testimony?

Mr. LEE. I think it is important to have focus. Certainly, publicity is one type of focus. But publicity doesn't necessary bring action. And we have seen some publicity focus.

I think, from a teacher's point of view, the first few times it happened, I think I can speak very personally, I was very pleased. After a few times, it is kind of "Here we go again, let's see what's really going to happen."

And I will have to go back to Title II as a specific example of focus again, and I can only say from my experience that the focus that has taken place with Title II where teachers feel ownership—and they do feel ownership—it is down at a level where they have a voice in it and they feel very strongly about it.

Mr. ALDRIDGE. May I comment, Mr. Chairman, and help in that response? The discretionary part of the funds, the current part of it at, appears to be functioning very well. There are indications in the proposals by the administration, however, that some of that will not be addressing areas of important need.

I always worry about the ideological influences that appear to be impinging on the Secretary's office and feel much more comfortable myself when that money is being distributed directly to the States or the LEA's, where they have a greater sense of what the problems are and can deal with them more appropriately.

Mr. CARNES. Mr. Chairman, Mr. Sawyer, could I tell you what we spent the discretionary money on this year and you can judge for yourself how ideological it is? We had $7,200,000 in discretionary money for math and science, of which we spent $1.8 million, which was a required set-aside, to fund projects in critical foreign languages.

We spent $1 million for an educational television series, "Voyage of the Mimi." We spent $1 million for an educational television series on math. We spent $1.25 million on "Three-Two-One Contact!" We spent $250,000 on a NAEP transcript study, and we spent about $2 million on the Christa McAuliffe Fellowship program for teachers in science and math.

Mr. SAWYER. Good.

Mr. Chairman, may I have one final question that I might ask?

At a time we are trying to get as much bang for every buck we spend, the most fulfilling cooperative program that we can manage are critically in their own right, could you comment on the relationship between Title II funding for math and science and programs at NSF?

Mr. LEE. Very much so. I have to preface this by saying that NSF has provided a tremendous amount of support for me personally over the years, and without NSF support I would not be here now because they actually did a lot of my training.

However, the support that I have seen from the Title II in the State of Wisconsin, specifically from my experience, has been much more cost effective. I have seen people come together with the support of—professionally come together in that it has been during the day; it hasn't had to be during the night. They've had subs, so they professionally came together and then voluntarily extended their time beyond.

In some of the NSF funds, not all of them but in some of the NSF funds, as you know, they are stipends to pay people to do things. And there are large cuts, if you will, from the university that takes off and does the teaching. I have seen a lot of the Title II activities in Wisconsin where the teachers are doing it free because they believe in it as teachers that are teaching teachers on sub pay. They are not requiring extra pay to do it. It is a very cost-effective program.

Mr. SAWYER. Thank you.

Thank you for your indulgence.

Chairman HAWKINS. Could I ask the department to furnish to the committee the amount of discretionary money that the Secretary has under Chapter 2?

Mr. CARNES. Under Chapter 2, not Title II?

Chairman HAWKINS Chapter 2, elementary and secondary funds.

Mr. CARNES. Chapter 2 discretionary funds. Yes.

Chairman HAWKINS. You can furnish it later if you don't have it now.

Mr. CARNES. It is $29.3 million, of which approximately $28 million is earmarked for particular set-asides in the law. In terms of the money over which the Secretary has discretion, that runs in the neighborhood of about $1.5 million. All the rest is earmarked.

Chairman HAWKINS. $1.5 million funds that are not earmarked.

Mr. CARNES. That's correct.

Chairman HAWKINS. Is that the answer?

Mr. CARNES. Yes.

Chairman HAWKINS. Thank you.

Also, the Chair would like permission to have inserted into the record, since this is the last day of the hearings on the elementary and secondary education reauthorization, a complete set of charts showing the Federal funding in the Department of Education.

I have before me here the Committee for Education Funding chart, which tracks all Federal funding since 1980. This chart shows the amounts of the budget requests from the administration year by year against the actual appropriations by Congress and what the current services funding should be to maintain the current services. The three lines represent those trends, the lower one being what the administration requested, the middle one what was actually appropriated by Congress, and the top one what we should have appropriated if we had wanted to maintain current services.

This question of who is lying and who isn't lying keeps coming up, and I think the record should indicate what the actual truth is against all of the allegations being made.

I would like also to ask that the chart which has been submitted by this committee—which individuals may say represent special interest groups—be verified by the Congressional Budget Office, and let us have before the committee when we begin the reauthorization, the actual facts as to whether or not Federal funding has kept pace with and exceeded, as it should have, inflation over a period of time. So we will have that information before us verified.

Without objection, that will be done and placed in the record in this hearing.

[The material referred to follows:]

CONGRESSIONAL BUDGET OFFICE
U.S. CONGRESS
WASHINGTON, D.C. 20515

June 17, 1987

Honorable Augustus F. Hawkins
Chairman
Committee on Education and Labor
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

In response to your request, we have examined the chart (Table 1) sent by your staff on the historical Department of Education funding levels. The chart compares the 1980 actual funding level for the Department of Education adjusted for inflation with both the President's request and actual funding.

CBO has prepared Table 2 which shows the same trends in funding for the Department of Education as Table 1. The actual funding levels differ because of the treatment of reappropriations and transfers which occur after the initial appropriation and the President's request levels differ slightly depending on whether the levels are the original or amended request. The CBO chart reflects all final actual funding levels after reappropriations and the original President's request level.

If you have any questions please contact me or have one of your staff call Deborah Kalcevic (226-2320).

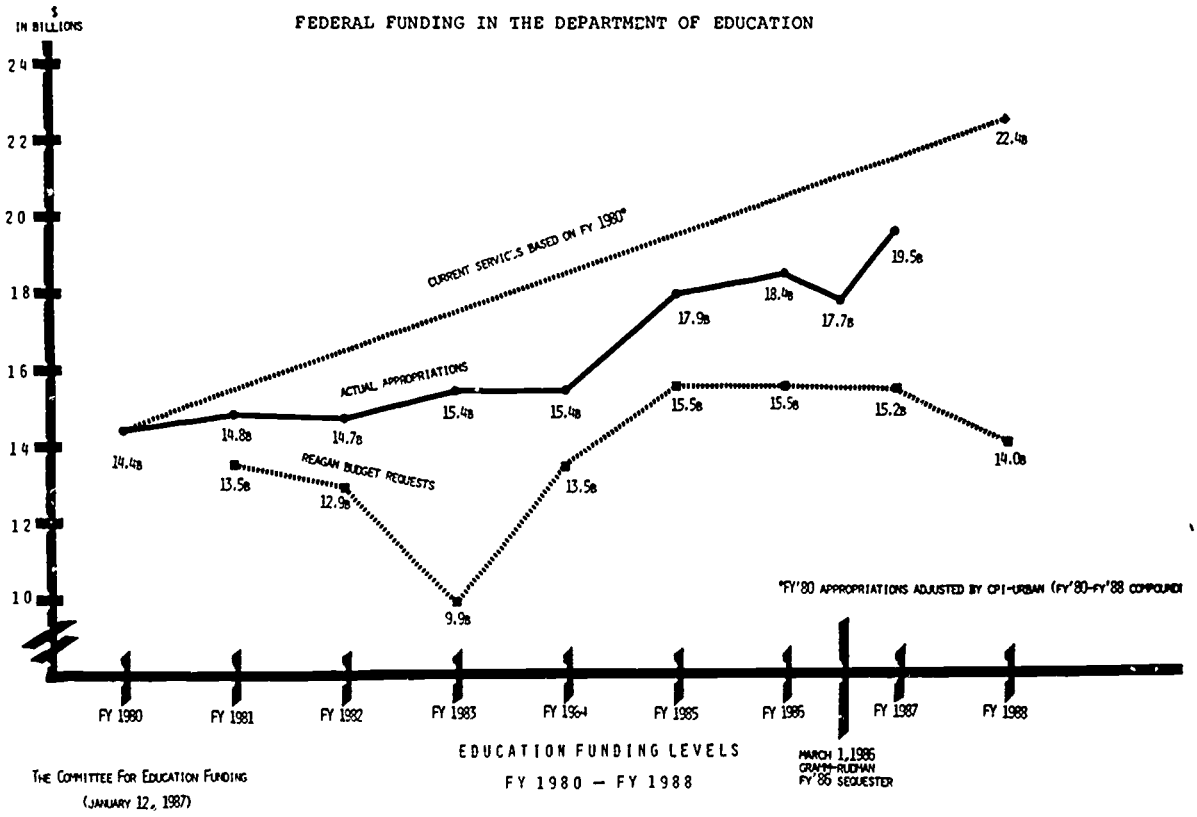
With best wishes,

Sincerely,

Edward M. Gramlich
Acting Director

cc: Honorable James M. Jeffords
Ranking Minority Member

Table 1.



EDUCATION FUNDING LEVELS

FY 1980 – FY 1988

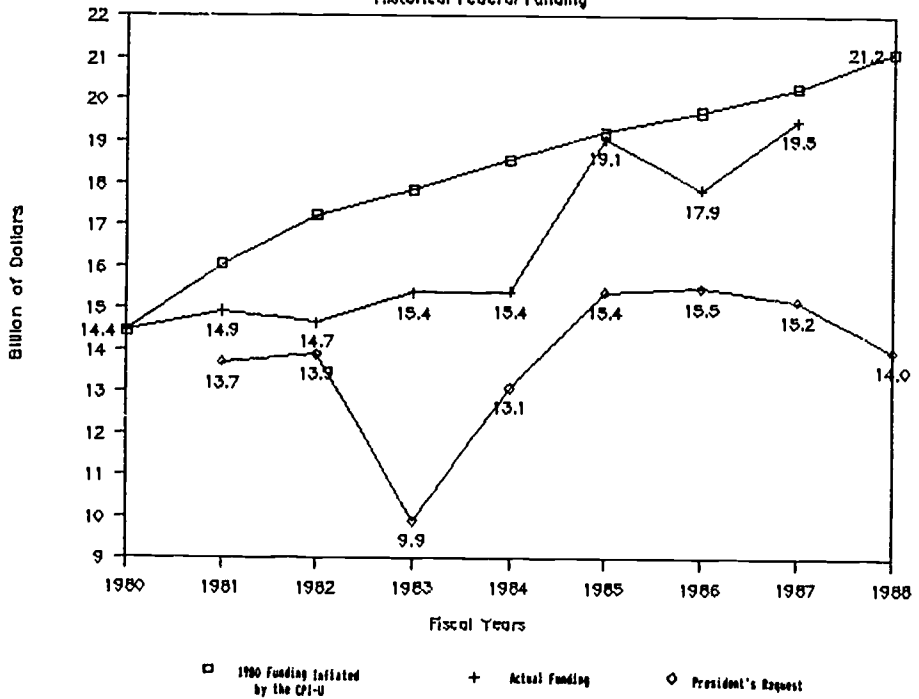
THE COMMITTEE FOR EDUCATION FUNDING

(JANUARY 12, 1987)

Table 2.

Department of Education

Historical Federal Funding



Preliminary Congressional Budget Office, May 1987.

Chairman HAWKINS. Mr. Fawell, I didn't know that you had come in. I am sorry.

Mr. FAWELL. Yes. I apologize, Mr. Chairman, for not being able to be here to listen to the testimony. I won't take any time of the committee to propound questions, but I shall read certainly all of the testimony that has been submitted. Again, I apologize for not being here sooner.

Chairman HAWKINS. Thank you.

Mr. CARNES. If I could thank Mr. Fawell for introducing our bill, the Christa McAuliffe Talented Teacher Training and Improvement program. We think it is a first-rate bill.

Chairman HAWKINS. Well, you have a very good author, and we will give him every possible consideration, I can assure you.

Mr. FAWELL. Thank you.

Chairman HAWKINS. If there are no further questions, may the Chair thank the witnesses for a very lively and important and constructive hearing. I think that it is a fitting climax to a number of hearings, and we will be working with each and every one of you.

Thank you. That concludes the hearing.

[Whereupon, at 11:35 a.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows:]

TITLE II STEERING COMMITTEE SUMMARY:

STATE CONTRIBUTIONS TO IMPROVING MATH & SCIENCE

	STATE EXPENDITURES		MATH & SCIENCE	
STATE	**1985-86**	**1986-87**	**1985-86**	**1986-87**
COLORADO			78,900	84,000
FLORIDA	23,000,000	23,000,000	5,000	5,000
MARYLAND	18,000	4,500	18,000	22,000
MINNESOTA	300,000	20,000	0	0
N. CAROLINA	25,179,500	20,179,500	119,000	119,000
TENNESSEE	3,501629	4,062,124	735,125	648,827
VIRGINIA	477,595	716,444	?	?

Compiled by Arvin C. Blome, Assistant Commissioner
Colorado Department of Education
Chairman, National Title II Steering Committee

3-30-87

HIGHER EDUCATION

STATE RESPONSES TO TITLE II NATIONAL SURVEY

ESTIMATED NUMBER OF TEACHERS & STUDENTS RECEIVING SERVICES IN 1985 86,
AND ESTIMATED NUMBEROF TEACHERS NEEDING FURTHER INSERVICE

STATE	TEACHERS RECEIVING SERVICES			STUDENTS IMPACTED			TEACHERS NEEDING FURTHER INSERVICE		
	MATH	SCIENCE	FOR LANG	MATH	SCIENCE	FOR LANG	MATH	SCIENCE	FOR LANG
Alabama			300			45000			495
Dist of Columbia	57	10	0	2925	600	0			
Kentucky	230	354	0	27490	45530	0			
Maryland	221	647	50	19850	44[illegible]0	7500			
Minnesota	101	382	209	2318	13082	18283			
Mississippi	550	490	0	5500	4900	0	2200	2500	750
New Jersey	182	509	500	15041	14943	37500			
North Carolina	1092	1333	0	134025	164150	0	27000	30000	31055
North Dakota	33	186	86	2025	8810	4010			
Rhode Island	270	265	0	21600	21800	0	602	508	0
Texas	377	1452	150	35530	130485	3500	12711	8285	3850
TOTALS	3113	5628	1295	266304	449190	[illegible]0793	42513	41293	35655

Notes 1) In addition to the states listed above, Idaho, Indiana, Kansas, Maine, Montana, Ohio, South Carolina and Wyoming also responded, but not in a form readily adapted to this composite

2) Many of the states responding left blank the 3rd major area of inquiry, "Teachers Needing Further Inservice," some designating this area to be the province of the State Dept of Ed (K-12)

3) One state served 20,000 teachers with computer science, impacting 400,000 students, with 45,000 teachers still needing inservice in this area

Compiled by Arvin C. Biome, Assistant Commissioner,
Colorado Department of Education
Chairman, National Title II Steering Committee

3-30-87

ELEMENTARY/SECONDARY

STATE RESPONSES TO TITLE II NATIONAL SURVEY

ESTIMATED NUMBER OF TEACHERS & STUDENTS RECEIVING SERVICES IN 1985 86,
AND ESTIMATED NUMBER OF TEACHERS NEEDING FURTHER INSERVICE

STATE	TEACHERS RECEIVING SERVICES			STUDENTS IMPACTED			TEACHERS NEEDING FURTHER INSERVICE		
	MATH	SCIENCE	FOR LANG	MATH	SCIENCE	FOR LANG	MATH	SCIENCE	FOR LANG
Alabama	4046	3340	0	200250	151500	0	5270	6000	0
Arizona	1581	775	21	57746	56066	650	5872	4596	427
Arkansas	142	2432	0	35300	60800	0	5826	7040	6423
California	385	815	86	9625	20847	2165	7000	7000	7000
Colorado	2010	3299	25	82596	142341	12665	4431	3761	457
Connecticut	5272	3818	380	131800	95450	9500	6050	4390	436
Delawara	780	685	0	27495	26485	0	1767	1907	196
Georgia	5353	3614	0	138697	93644	0	6182	5235	0
Idaho	264	868	0	5808	24966	0	424	6844	0
Indiana	700	950	75	21500	29500	1000	2100	2850	150
Iowa	261	275	0	cannot access impact			no way to assess		
Kentucky	4321	4374	24	250490	288530	2200	5800	5500	245
Louisana	6431	4589	0	416968	320570	0	11502	13345	0
Maine	915	689	0	41450	32775	0	6891	8898	520
Maryland	1647	1838	50	108425	112575	6405			
Minnesota	3759	4965	0	79715	106855	0	6877	8879	0
Mississippi	1218	917	16	40323	31269	967	2200	2500	750
Missouri	4786	5278	357	176686	191345	0	6302	7299	66
Nebraska	1322	1181	53	66462	62528	3060	3290	3450	240
New Hampshire	2244	1862	140	83370	75545	11900	3463	3413	145
New Mexico	1105	756	5	28037	38102	515	3166	4075	299
North Carolina	1765	1053	143	140425	105350	17375	27000	30000	31055
Ohio	347	340	0	57505	56150	330			
Oklahoma	852	848	5	49300	43000	625	4525	4400	1150
Oregon	1705	2335	0	49275	72350	0	2997	4332	95
Rhode Island	1422	1433	125	68150	59225	11825	6187	6176	7484
South Carolina	2605	1783	49	106000	47000	3000	16000	15000	150

STATE	TEACHERS RECEIVING SERVICES			STUDENTS IMPACTED			TEACHERS NEEDING FURTHER INSERVICE		
	MATH	SCIENCE	FOR LANG	MATH	SCIENCE	FOR LANG	MATH	SCIENCE	FOR. LANG
Tennessee	4171	4103	31	158377	151193	2909	8708	5916	790
Texas	IN DEVELOP.	127	0	IN DEVELOP.	3175	0	IN DEVELOP.	107388	0
Virginia	850	737	2	15450	15325	?	11245	12281	882
Washington	2406	1784	12	116470	78329	911	7704	8065	232
West Virginia	707	916	0	39750	52250	0	1050	1215	235
Wisconsin	12412	12561	0	509458	509458	0	13250	14000	1700
Wyoming	3000	1850	0	56500	54000	0	2400	3350	200
B. Indian Affairs	44	44	0	1020	1020	0	6512	n/a	n/a
TOTALS	82178	77237	1599	3370423	3209529	88002	201894	319105	61333

Notes: 1) In addition to the states listed above, the District of Columbia, Kansas, Montana, New Jersey, North Dakota and Pennsylvania also responded but not in a form readily adapted to this composite

2) Five states reported Computer Science as a fourth subject area: Teachers receiving inservice/1408; Students impacted/62,995 (one state not responding); and Teachers needing further inservice/29.138 (2 states not responding)