CONFERENCE

BEFORE THE

UNITED STATES
COMMISSION ON CIVIL RIGHTS

Third Annual Conference

on

Problems of Schools in Transition
From the Educator's Viewpoint

February 25, 1961, Morning Session
February 25, 1961, Afternoon Session
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WILLIAMSBURG, VA.

MEMBERS OF THE COMMISSION

JOHN A. HANNAH, *Chairman*
ROBERT G. STOREY, *Vice Chairman*
DOYLE E. CARLTON
REV. THEODORE M. HESBURGH, C.S.C.
GEORGE M. JOHNSON
ROBERT S. RANKIN

ACTING STAFF DIRECTOR, BERL I. BERNHARD

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NOTE.—The written statement of participants in the conference is inserted only where it contains material not included in oral presentation.

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February 25, 1961, Morning Session

COMMISSION ON CIVIL RIGHTS

SATURDAY MORNING SESSION, FEBRUARY 25, 1961

The Commission met in the Motor House, Williamsburg, Va., at 9:06 a.m., Saturday, February 25, 1961, Hon. Robert G. Storey, Vice Chairman of the Commission, presiding.

Present: Robert G. Storey, Vice Chairman; Rev. Theodore M. Hesburgh, Commissioner; Doyle E. Carlton, Commissioner.

Also present: Berl I. Bernhard, Acting Staff Director; Howard W. Rogerson, Special Assistant for Staff Activities; David B. Isbell, Assistant Staff Director for Laws, Plans and Research; Cornelius P. Cotter, Assistant Staff Director for State Advisory Committees; W. Otto McClarrin, Information Officer; John W. Roxborough II, Deputy Assistant Staff Director for Laws, Plans, and Research; Mrs. Elizabeth R. Cole, Chief, Public Education Section; A. Luini del Russo, General Attorney, Public Education Section; Ruby Grant, General Attorney, Public Education Section; Charles A. Dawson, Consultant; Mrs. Willy R. Davis, Secretary, Public Education Section.

PROCEEDINGS

Vice Chairman STOREY. Ladies and gentlemen, will you please come to order? Those of you who know where you are going to sit, please be seated. The first thing we want to do is get acquainted.

This is the Third Annual Conference on Education, one of our major subject areas in the Civil Rights Commission. Originally we had three particular studies—one, voting, which is mandatory under the law; another was education, and the third housing—and when the law was amended to extend the Commission our Commission added two other fields of study; namely, employment and the administration of justice.

Of course, most of you know, but perhaps some of you haven't kept up with the details, in addition to the Commission, we have advisory committees within the several States. Those committees have the freedom of action to choose any field in which they are particularly interested, so long as it is within the objectives of the Commission. We have been helped very much and received very valuable advice from the various members of the advisory com-

mittees, realizing that ultimately these issues must be resolved on the State and local level.

Without any further ado, I want to make some introductions, but first I should introduce myself. I am Robert G. Storey, from Dallas, Tex., and Vice Chairman of the Civil Rights Commission, serving from the inception.

The Chairman, Dr. John A. Hannah, president of Michigan State University, is on a trip in connection with a Government assignment in the Far East and, unfortunately, cannot be here today. He hated very much to miss this meeting, especially being an educator—this field is one of his major interests—but we have another renowned educator to my right, who will have charge of the conference, and it is a great pleasure to me to present to you Father Theodore Hesburgh, president of Notre Dame University, who will take charge and direction of the meeting. Father Hesburgh.

May I say first I should have—where is Governor Carlton? I thought he was here, but he isn't.

May I say that one of our members, Dr. Robert Rankin, who is head of the Political Science Department of Duke University, is ill. We have just had a communication from him, and he sends his best to everybody. Another member of the Commission, former dean of Howard University Law School, George Johnson, has gone to Africa as principal of the new university being founded in Nigeria, and he has submitted his resignation. Governor Carlton, of Florida, is here. We just had a big breakfast and I think he strayed along the way, but he'll be here in a few moments.

Now, again I turn the meeting over to Father Hesburgh.

Commissioner HESBURGH. Thank you very much, Dean. I think I should add initially that Dean Robert Storey in his own modesty neglected to tell you that he was formerly president of the American Bar Association and was the founder and director of the Center for Legal Education at Southern Methodist University. He still is very closely associated with that work; I believe still is director.

The first thing I would like to do this morning, since you have been introduced to the Commissioners present, with the exception of Governor Carlton, whom we will introduce upon his arrival, would be to present to you the Acting Staff Director of the Commission on Civil Rights so that he might present to you the members of his own immediate staff who are present for this meeting, and for this purpose I would like to introduce to you Mr. Berl I. Bernhard, the Acting Staff Director of the U.S. Commission on Civil Rights. Mr. Bernhard.

Mr. BERNHARD. Thank you, Father. On my immediate left is Mrs. Elizabeth Cole, who is Chief of our Public Education Section in our Legal Division. She is the one most directly responsible for bringing together all of you and for the material for this conference.

Before we get to the introduction of any other members of the staff, I would like to recognize certain special guests that we have here today. First, I should like to recognize the Honorable Frank D. Reeves, special assistant to the President of the United States. Mr. Reeves. Mr. James M. Quigley, Assistant Secretary of the Department of Health, Education, and Welfare, was unable to be here for this session, but hopes to be able to be here later.

In the interest of saving time, if this is agreeable—and I think it might be most advantageous for everybody to get to know each other in a more informal way—if the special guests and participants at the table would introduce themselves, I would much appreciate it. So, if we can start right next to Mr. Reeves and go down the table, we can get under way.

Mr. LEE PARHAM. I am Lee Parham, president of Dollarway School District No. 2, Pine Bluff, Ark.

Mr. CHARLES L. FALLIS. Charles L. Fallis, superintendent of Dollarway School District No. 2, Pine Bluff, Ark.

MR. EVERETT TUCKER, JR. Everett Tucker, president of the Board of Education, Little Rock.

Dr. FRANK A. DECOSTA. I am Frank DeCosta, from Morgan State College, Baltimore.

DR. DONALD ROSS GREEN. Ross Green, Emory University in Atlanta.

Mr. ST. JOHN BARRETT. St. John Barrett, Civil Rights Division, Department of Justice.

Mr. A. B. SCOTT. My name is A. B. Scott, special counsel of the Pupil Placement Board of the Commonwealth of Virginia.

Mr. B. S. HILTON. B. S. Hilton, executive secretary of the Virginia Pupil Placement Board.

Dr. E. J. OGLESBY. I am E. J. Oglesby, chairman of the Virginia State Pupil Placement Board.

Mr. EDWARD T. JUSTIS. Ed Justis, member of the Virginia Pupil Placement Board.

Mr. THOMAS N. JOHNSTON. Tom Johnston, Superintendent of Schools, Knoxville, Tenn.

Dr. GEORGE B. BRAIN. George Brain, Superintendent of Schools, Baltimore, Md.

Mrs. DONALD ROSS GREEN. Mary Green, HOPE (Help Our Public Education, Inc.), Atlanta, Ga.

Mr. Q. D. GASQUE. Q. D. Gasque, superintendent of schools in Warren and Rappahannock Counties, Va.

Mr. EDWIN LAMBERTH. Edwin Lamberth, superintendent of schools, Norfolk, Va.

Mrs. CARLA EUGSTER. Carla Eugster, the home study program in Kensington, Md.

Dr. ARTHUR G. PARKLLAN. Arthur Parkllan, president of the Board of Education, Oak Park, Mich.

Mrs. N. H. SAND. Mary Sand, president, Save Our Schools, New Orleans.

Mr. B. BLANTON HANBURY. Blanton Hanbury, president of the Prince Edward School Foundation.

Mr. J. B. WALL, JR. Barry Wall, Farmville, Va., attorney for Prince Edward School Foundation.

Dr. LYLE W. ASHBY. Lyle W. Ashby, deputy executive secretary, National Education Association.

Dr. CHARLES G. DOBBINS. Charles Dobbins, staff associate, American Council on Education.

Mr. CHESTER E. OLLISON. Chester Ollison, legal counsel, State Board of Education, Austin, Tex.

Mr. DAVID ZIMMERMAN. David Zimmerman, assistant State superintendent of schools, Baltimore, Md.

Mr. BERNHARD. I would like for the moment to introduce you to some of the members of our staff who are present.

Dave Isbell, at my extreme right——

Commissioner HESBURGH. If I might just break in at this moment and present Doyle E. Carlton of Tampa, Fla., former Governor of Florida. [Applause.]

Mr. BERNHARD. Next to Governor Carlton is David Isbell, who is the Assistant Staff Director in charge of our Legal Division. Over at the distant table on my left is Mr. Howard Rogerson, who is Special Assistant for Staff Activities. Dr. Cornelius Cotter, who is Assistant Staff Director for all of our State advisory committees. Mr. John W. Roxborough II, who is deputy head of our Legal Division. Miss Ruby Grant, who is in the Public Education Section, and Dr. Alessandra del Russo, who is also in the Public Education Section. Mrs. Willy Davis, Secretary, Public Education Section. Thank you.

Commissioner HESBURGH. Ladies and gentlemen, now that we have all been suitably presented and introduced to each other, I would like to read to you a message which we received this morning from the President of the United States. This message is addressed

to our Chairman, Dr. John Hannah, whose absence has been explained by Dean Storey:

A message to the Commission on Civil Rights, Third Annual Conference on Schools in Transition, Williamsburg, Va., February 25–26, 1961:

Please extend to all participants of your Third Annual Conference on Schools in Transition my best wishes for a constructive session. The two previous conferences which the Commission has sponsored on the problems of school desegregation have been notable contributions to our national need for a better understanding of this vital matter.

It is a continuing contribution for you to bring together for an exchange of views the men and women responsible for maintaining our public schools and for carrying through the process of desegregation.

Let me here pay tribute to these educators—principals, officers of school boards, and public schoolteachers. The constitutional requirement of desegregation has presented them with many new responsibilities and hard challenges. In New Orleans today, as in many other places represented in your three conferences, these loyal citizens and educators are meeting these responsibilities and challenges with quiet intelligence and true courage. The whole country is in their debt, for our public school system must be preserved and improved. Our very survival as a free nation depends upon it. This is no time for schools to close for any reason, and certainly no time for schools to be closed in the name of racial discrimination. If we are to give the leadership that the world requires of us, we must be true to the great principles of our Constitution—the very principles which distinguish us from our adversaries in the world.

Let me also pay tribute to the schoolchildren and their parents, of both races, who have been on the frontlines of this problem. In accepting the command of the Constitution with dignity, they, too, are contributing to the education of all Americans.

Cordially,

JOHN F. KENNEDY.

At this point I would like to present to you for greetings the Honorable Frank D. Reeves, special assistant to the President of the United States. Mr. Reeves.

Mr. REEVES. I am happy to be here today as a representative of the President of the United States. I, too, bring you his greetings and best wishes for a successful conference.

Some of you I may have met before in the courtroom where you were defendants and I was legal counsel for the plaintiffs. However, it is a pleasure to meet you in a different capacity, where we meet as friends interested in the solution of a pressing national problem.

The President, like all other Federal and State officials, is sworn to uphold the Constitution of the United States. His interest in civil rights, in the field of public education, however, is broader and deeper than the mere achievement of equal protection of the laws, great progress though that would be. As he recently said, his conviction is that all Americans and all American children should have equal educational opportunity.

I shall, therefore, as the President's representative, be particularly interested in that portion of your program that deals with measures that have been tried by private organizations and school districts

both to preserve public education in their communities and to compensate in part for past deprivations and inferior education to the end that the American promise of equal opportunity for all may be realized.

Commissioner HESBURGH. Thank you very much, Mr. Reeves. I now have a brief opening statement to make. I believe this statement will say some things which most of you already know, but, as you know, we are having a complete record of this conference today, which will appear later in book form, and for that reason we like to have a complete record, and I trust you will indulge me if I make this brief opening statement to set the background for our conference.

In the opening of this Commission's Third Annual Conference on the Problems of Schools in Transition, a brief statement about the Commission and its statutory responsibility is appropriate.

The Commission on Civil Rights was established by the Civil Rights Act of 1957 as an independent factfinding agency for a term of 2 years. The Congress specifically directed it to investigate sworn complaints of a denial of the right to vote by reason of color, race, religion, or national origin. Additionally, it gave the Commission the duty to study and collect information concerning denials of equal protection of the laws under the Constitution and to appraise the laws and policies of the Federal Government concerning equal protection. Its fourth and final duty was to report its findings and recommendations to the President and the Congress of the United States.

The Commission's first report was made in September of 1959. The studies upon which this report was based, in addition to the investigation of voting complaints, were confined to the fields of public education and housing.

Immediately after its first report, Congress extended the life of the Commission for 2 more years, that is, until November of this present year, 1961. Its duties were not changed. A report on its activities for the period of 1959 to 1961 is due in September 1961.

After the extension of its life in September 1959, the Commission approved a program of continuing study in the field of public education and housing, as well as the continued investigation of voting complaints, and in two additional areas—employment and the administration of justice.

In the years 1959 and 1960 the Public Education Section of the Commission concentrated its efforts on public higher education. The Commission's report on this study with its findings and recommendations was delivered to the President and the Congress of the United States in January of this year. Primary attention in this

field then returned to problems of equal protection of the laws in public elementary and secondary education.

As part of its public education study, the Commission held its first education conference in Nashville, Tenn., in March of 1959, and its second last year in Gatlinburg, Tenn., that is, in March of 1960. The purpose of its education conferences is to hear from the educators, themselves, and from others with firsthand experience, the problems of schools in transition from a system based upon separate schools for the white and Negro races to a racially nondiscriminatory system.

Although the Commission recognizes that the major problems of adjustment lie in the 17 Southern States in which racial segregation existed in May of 1954 by compulsion of State law, the recent decision of the Federal court in the *New Rochelle* case points up the fact that constitutional guarantees may also be violated elsewhere. It also seems more than coincidental that, while southern educators were attempting to adjust their school systems to the new constitutional demands, educators in the North began to recognize that the problems of minority groups segregated in neighborhood schools as a result of the housing patterns are not unlike those resulting from compulsory racial segregation in the South.

The Commission fully realizes that educational problems resulting from segregation in schools exist throughout this Nation. The constitutional implications may differ in different localities, but the educational problems to be solved, if equal opportunity for all is to be achieved, are the same throughout the United States.

In planning this year's conference, concentration on three major subjects seemed timely. These are: First, the administration of the pupil placement laws. Laws of this kind have been adopted by many Southern States and, as you well know, the Alabama statute, which set the pattern, has been held constitutional on its face by the Supreme Court. The second subject is the effect of closed public schools on the community and on education. The Commission believes that abandonment of free public education to avoid desegregation poses a grave threat to the Nation and should be squarely faced as a national problem. The third and final subject to be considered can be generally stated as including programs to alleviate the handicaps of those who have been segregated in public schools. Programs pointing to possible solutions are important to us all.

The Commission hopes that the discussion here in the next 2 days will provide it with the understanding needed to make some constructive recommendations to the President and to the Congress. It also hopes that the conference will be helpful to each of you

individually in reaching sound solutions to the problems you face in your own communities.

This is the end of my statement, and now I would like to turn the microphone back to Mr. Bernhard, our Acting Staff Director, so that he might explain to all of you the procedures that will be followed in the course of this conference. Mr. Bernhard.

Mr. BERNHARD. Our procedure throughout the conference will be informal. The superintendents and others who have been invited to speak will be called upon in the order listed in the program. They may speak from their places at the table, using the microphones provided and moving the microphones appropriately.

Each speaker is requested to limit his remarks to 10 minutes so that there will be ample time for questions and comments.

The written statement submitted to the Commission will be reproduced in the transcript of the conference, in addition to the remarks made here, if it contains material deleted from the oral presentation in the interest of time.

Incidentally, each of the participants and invited guests will receive a copy of the printed transcript of this conference as soon as it is made available.

To aid you in timing your remarks, a member of our staff will hold up some of these cards appropriately—one marked 10 minutes, which doesn't mean 10 minutes more; it means your 10 minutes are up; and then prior to that you will receive a card indicating that you have used up 9 minutes, and I think that should suffice to indicate that we have to get on with the questions.

We do not want to cut anybody off and will try to be as reasonable as it is possible to be and stay within our schedule. We hope that you will remember, however, that we have a full schedule and will have to adhere strictly to it in order to hear all of you. Remarks that run over will, therefore, curtail the question period, which has always been the most significant part of these conferences.

Immediately after each speaker has finished his presentation, questions will be in order. The Commissioners will open the questioning. They will be followed by questions from Mrs. Cole, on my left here, the Chief of our Public Education Section; possibly by myself and other members of the staff, including Mr. Isbell, the head of our Legal Division. Thereafter, anyone sitting at the U-shaped table in front of the Commissioners may make a comment or ask a question, after he has been recognized by the Chairman, Father Hesburgh. To secure recognition in this regard, simply raise your hand.

I would like to call your attention to the material at your places at the table. Each of you has received a folder containing the

conference program and certain brief staff studies giving background on the communities represented. Additionally, there are two sets of forms for your use after you return to your home in filing an account of travel and other expenses in attending this conference.

The first form, which is mimeographed and designated "Travel Expense Data" should be filled out by you in detail and all receipts attached. Specific arrival and departure times are essential and, additionally, mileage in case you traveled by private car.

The second printed form you will find in front of you is marked "Travel Voucher." This form will be made out by the Commission from the information contained in the travel and expense data form. The only thing needed on that form is your signature on the line about a third of the way down the page marked "Payee." Please sign and return two copies with your travel and expense data form in the attached franked envelope addressed to the Commission.

If there is anything about these instructions which you don't understand, any of the staff members present will be glad to answer your questions about it.

You all have been informed that the conference is open to the press, but the Commission, in accordance with its usual practice, reserves the right to go into executive session at any time.

Anyone wishing to be heard in a closed session should communicate with me or with Mrs. Cole, who is the staff member immediately in charge of this conference.

Unless other members of the Commission have further comments, we are ready to proceed.

Commissioner HESBURGH. Mr. Bernhard will introduce the various participants as they make their contributions to this conference. So, if you would introduce the first participant——

Mr. BERNHARD. The first participant is Mr. T. N. Johnston, superintendent of schools, Knoxville, Tenn. Mr. Johnston.

STATEMENT OF THOMAS N. JOHNSTON, SUPERINTENDENT OF SCHOOLS, KNOXVILLE, TENN.

Mr. JOHNSTON. Mr. Chairman and members of the Commission, my statement is rather brief, and, if there are no objections, I would like to read it, and then from that try to answer any questions that might develop.

I feel greatly honored to have been invited to appear before this Commission. In my correspondence with Mrs. Cole I gathered that you desired to be informed about the plan that we are following

with respect to the desegregation of the Knoxville city schools and how well it is proceeding.

Our plan is the grade-a-year plan, beginning in the first grade, and is similar in detail to the plan adopted by the city of Nashville, which I believe is now in the fourth year of operation.

Copies of the plan the city of Knoxville is following, together with transfer policy and resolutions, are available for members of the Commission. Incidentally, I placed those on the table up there for any of the members who might be interested.

The plan is designated as "Plan 9" since eight other plans had previously been studied and reviewed by members of the board of education and by members of our professional staff.

After the board officially adopted the plan on April 4, 1960, each elementary school was rezoned without regard to race, the basis of the rezoning being scholastic population and the size and capacity of each school building. There was never any thought given to gerrymandering. The new zones were described in detail and published in the local newspapers.

The Honorable Robert L. Taylor, judge of the District Court of the United States for the Eastern District of Tennessee, Northern Division, following a 2-day hearing, approved the plan and at the same time expressed the opinion that the members of our board of education had been and were acting in good faith.

A survey made in the spring of 1960, after the new zones were established, revealed that approximately 85 students would be eligible to enroll in 14 previously all-white schools. At the opening of the schools in 1960, 28 first-grade Negro students enrolled without incident in 8 previously all-white schools. A few days later we discovered a physically handicapped Negro boy who was qualified to do first-grade work. We immediately enrolled him in our class for the physically handicapped, a class made up of all white students and being held in a previously all-white school. This brought the total to 29.

At the present time the total is 27, 2 having dropped out recently because they desired to go to a school where the majority of the students were of their own race. Incidentally, the parents of these two children had been invited and had become members of the PTA. An investigation of these two dropouts indicated clearly that no pressure of any sort had been brought to bear upon them and that they exercised their freedom of choice provided for in the plan.

It is significant, we feel, to note here that soon after the opening of school all the parents of the Negro children were either invited

to join their respective PTA organizations or were accepted when they requested membership.

Reports from principals and teachers indicate that the children, the Negro children, are making normal progress and that the physically handicapped child referred to above is exceptionally happy in his new surroundings and is making above-average progress.

We attribute the success and the smoothness with which our plan has operated thus far to the excellent relations between the races, which have prevailed in Knoxville for many years, and also to the discussions, workshops, and conferences that were carried on for a period of several months, in which principals and teachers of both races participated prior to the adoption of "Plan 9."

Then, too, we were fortunate in having excellent cooperation from the local newspapers, all radio and television stations, and from all of our city officials.

The people of Knoxville are law-abiding citizens and desire to be known as such. Our people have a deep and sincere interest in the education of all children regardless of race, and never was this feeling and interest more apparent than it was throughout the period in which we were trying to decide upon the best possible plan for the desegregation of the city schools. It was the thinking of our citizens, our school board members, our professional staff, and city officials that desegregation should be accomplished without incident, if possible, and certainly with a minimum of disruption to the orderly progress of the total educational program.

I feel that I should here emphasize the fact that any statement that I make before this Commission with respect to the success or progress of our program to date will not be considered in a spirit of braggadocio, for that certainly is not intended. It is not my purpose for being here. We have made much progress, but we have far to go. It is our hope, with the continued support and cooperation of our citizens, our school board members, our professional staff, and all city officials, and guided throughout by divine providence, that we will be able to make further progress, although slow it may have to be, in this momentous change in our way of life.

There is perhaps some additional information in which the members of this Commission may be interested. For several generations the school system of Knoxville was planned and operated in conformity with the principle of segregation. This was required by the constitution of the State of Tennessee of 1870, by statutes passed thereunder, by the sentiment of the community, and it met with the express approval of the Supreme Court of the United States until it was reversed in 1954. History records that in administering the

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policy in Knoxville there have been no deliberate attempts to discriminate against Negro students.

It is shown that from the very outset of efforts to reestablish educational facilities immediately after the War Between the States school authorities of the city of Knoxville have been heedful of the educational needs of Negroes and have adhered to the enforcement of the same standards for the education of Negro children as for white children, providing buildings, equipment, teaching aids, libraries, et cetera, and teaching which met the same standards in the case of Negro children as in the case of white children. By way of illustration, in the report of the chairman of the board of education dated August 15, 1874, it stated:

> All the schools, white and colored, have been managed exactly alike from the start, save in this: White teachers have taught white schools and colored teachers colored schools. The same course of study in each; the same rules and regulations; the same pay for teachers of the same grade; and the same board of examiners for all teachers.

It is further shown that the policy established soon after the War Between the States has been followed ever since, except for a short period of time, long since expired, when white teachers were paid slightly more than Negro teachers. The same courses, books, facilities, and supervision are employed in Negro schools as in white schools. For many years our teachers and principals have met as one group, without regard to race, in our regularly scheduled in-service training programs.

The following statistics might be of some value to the Commission:

For the school year 1959–60, the total enrollment in grades 1 through 12—22,448. Of these, the white students were 17,662; Negro students, 4,786.

Total number of teachers, grades 1 through 12, 795—white teachers, 628; Negro teachers, 167.

The average salaries paid teachers in the city of Knoxville—$4,461.09.

Total number of schools in grades 1 through 12—40; white schools, 30; Negro schools, 10.

The Board of Education of the City of Knoxville is elected by the people. There are five members and each serves a 4-year term. Since becoming superintendent in July 1955 it has been my pleasure to have worked with 11 different board members, the complexion of the board having changed somewhat in the elections held every 2 years. Without exception, the attitude of these members has been forward looking in the handling of the problem of desegregating the Knoxville city schools. They have, in my opinion, sincerely

and conscientiously considered not ways to circumvent the decision of the Supreme Court, but how and when to carry it out in the most orderly and prompt manner, with a minimum of disruptions to the total educational program. This same attitude has been reflected in the thoughts and actions of every member of our professional staff.

I am sure the Commission realizes that the subject of desegregation is one on which reasonable minds may disagree, particularly in communities such as ours, where the custom or policy has long been established. It is, therefore, my personal opinion that such a way of life that has been in vogue for such a long period of time cannot be changed successfully overnight by force or by any other means. Peace and harmony will parallel orderly progress toward the ultimate goal of completely implementing the decision of the Supreme Court only through the passage of time, with the exercise of due patience, and through the prosecution of a cautious, judicious, and well-planned program of education and persuasion.

May I say without any reservation whatsoever that I consider the opportunity to appear here this morning an exceptional honor and a privilege, and I'm deeply grateful.

Commissioner HESBURGH. Thank you very much, Mr. Johnston. Dean Storey, do you have any questions?

Vice Chairman STOREY. No.

Commissioner HESBURGH. Governor Carlton.

Commissioner CARLTON. No questions.

Commissioner HESBURGH. I would like to ask few questions, if I might, Mr. Johnston, and then the members of the staff.

You mentioned workshops and conferences for principals and teachers for both races prior to the adoption of your desegregation plan. I was curious as to whether or not there were also some conferences for the parents, say, of students who were in formerly all-white schools.

Mr. JOHNSTON. There were no planned conferences with parents. Now, the subject was discussed often in small groups, members of parent-teacher associations, but we did not hold workshops or formal conferences with the parents. I did, however, visit the schools and talked with the faculties and the principals about the situation to get their reaction. That was done 2 or 3 years in advance.

Commissioner HESBURGH. Mr. Johnston, were there any special precautions taken by the police on the opening day of school last September against any possible disorder?

Mr. JOHNSTON. We had the complete cooperation from the mayor and all law enforcement agencies. We naturally wanted things to

move along quietly, and we had a very fine system of communications with the law-enforcement authorities. They were alerted and were ready to move and to break up any kind of trouble that might develop.

Commissioner HESBURGH. Mr. Johnston, I have two more questions: One, there was operating in Knoxville, I believe, some years ago an organization to establish private white schools in the event that the public schools were desegregated. Was there any such action on the part of such an organization last fall to organize private white schools?

Mr. JOHNSTON. None whatsoever.

Commissioner HESBURGH. Good.

Mr. JOHNSTON. We have one private school in Knoxville that was organized 4 or 5 years ago, but that was a normal situation.

Commissioner HESBURGH. My last question: Have you encountered any particular academic problems of admitting Negro children to formerly all-white schools?

Mr. JOHNSTON. To date, none.

Commissioner HESBURGH. Mr. Bernhard.

Mr. BERNHARD. I just have one question I would like to ask: You indicated that there was excellent cooperation from local newspapers and radio and television stations and city officials. I know in previous conferences we have found this is one of the really important mechanisms for allaying unreasonable or unnecessary fears, and I wonder if you would explain what you mean by cooperation of the news media; secondly, how the officials cooperated with the school board.

Mr. JOHNSTON. We took the general attitude the least said the better. We decided what we were going to do, and we intended to do it, and we hoped to do it with the least amount of disturbance, and we were in conference constantly with the news media advocating the same thing. We encouraged them not to play up the situation. I was born and reared in Knoxville, Mr. Bernhard, and I know a lot of people, and I didn't hesitate to sit down and talk with them, and they just worked with us. Most cooperative.

Of course, the first day of school it was news, and there were pictures made, but the press even cooperated with us to the extent that they let me, personally, designate the points to make the pictures for their news story, and they cooperated with the principals, the ones I designated, and the schools where they were to go, and there was no friction whatsoever.

The press, the TV, the radio people were excellent. Does that answer your question?

Mr. BERNHARD. Yes. Thank you. There was one additional question along the same lines, but slightly different: What organization if any, supported the school board plan of desegregation? Were there any private organization or any official public statements?

Mr. JOHNSTON. I don't remember any particular organization that supported the board in the adoption of this particular plan. Now, there were groups in the city of Knoxville that wanted us to go faster. They felt the plan was too slow. That was the group, I believe, known as the local chapter of the Human Relations Organization. But there was no group in particular. There was a feeling that the people of Knoxville generally supported the board in its move, and no particular organization. Just the board.

Mr. BERNHARD. Thank you.

Commissioner HESBURGH. Mrs. Cole.

Mrs. COLE. Mr. Johnston, in the rezoning of the entire school system, which you told us took place preliminary to your grade-a-year implementation, were there any white students that were zoned into an attendance area for a previously all-Negro school?

Mr. JOHNSTON. Yes. Approximately 300 white children were. In the rezoning process they turned up in the zones that were previously all Negro.

Mrs. COLE. And they, under your plan, had the right to apply for transfer and did so?

Mr. JOHNSTON. That's right.

Mrs. COLE. One hundred percent?

Mr. JOHNSTON. They all applied for transfer.

Mrs. COLE. Another thing I was interested in is your compulsory school attendance law. Now, we noted that under the Tennessee law the enforcement of compulsory attendance has been placed with the local school system and the school system may grant permission to attend a school other than a public school as compliance with the compulsory attendance law.

Did you have any applications for withdrawal from the schools that were desegregated by white parents?

Mr. JOHNSTON. No. We had only two requests for transfer by white parents, and——

Mrs. COLE. From the schools to which the Negro children were admitted?

Mr. JOHNSTON. That's true. They desired to transfer to another school in the city.

Mrs. COLE. Another public school.

Mr. JOHNSTON. Another public school in the city where there

were no Negro children attending. We refused them, and after we dealt with——

Mrs. COLE. Because under your plan they were in a school in which their own race predominated?

Mr. JOHNSTON. That's correct, and that is where they were to go to school.

Mrs. COLE. And did they continue in school?

Mr. JOHNSTON. Yes, after a few days. We talked to them, explained the situation, and it smoothed its way out. Only two requests.

Mrs. COLE. I have one more question, Mr. Johnston. We noted that under the court order your plan was approved with the exception of trade courses offered at Fulton High, a white high school, that were not offered at the Negro high school, and that the board was directed to bring in a plan as to that program at a later date. We have not noted the submission of any plan. Has that been worked out?

Mr. JOHNSTON. The question of reasonable time injects itself. However, we are not dragging our feet on that particular problem. The judge did request us to submit a plan whereby the Negro children could have the opportunities for this training similar to what was offered at Fulton High School. He did not say it had to be at Fulton, but similar training, and we'll have the plan ready within 30 days. In fact, it's ready now. We're going to submit to the judge the plan of providing the vocational type work that he's referred to. It will be presented to the judge in about 30 days.

Mrs. COLE. Thank you.

Commissioner HESBURGH. Thank you, Mrs. Cole.

Mr. Isbell.

Mr. ISBELL. Mr. Johnston, you mentioned that there were two Negro students who attended the white school and then chose to withdraw and attend the Negro school instead. I am wondering if there were any other Negro students who could have attended the white school, but chose not to.

Mr. JOHNSTON. Oh, that could have attended the white school?

Mr. ISBELL. Yes, who were within the zone of a white school and were first-grade students and, therefore, could have attended a white school, but did not choose to do so in the first place.

Mr. JOHNSTON. There were about 85. These two children—I was very much interested in why they withdrew. I thought perhaps some duress or pressure might have been brought upon them, but the school to which they would have previously gone had we not adopted this plan was pretty close to the other white school and I just presumed that they just wanted to be with their own race. We could

find no example at all of any pressure, because the parents of those two children were the first to be invited to join the PTA in this school.

Mr. ISBELL. Would any of the conferees like to ask a question of Mr. Johnston? If you would just raise your hand——

Mr. TUCKER. I understand the "Plan 9" was the result of a lawsuit, was it, Mr. Johnston? Was it the result of litigation that you——

Mr. JOHNSTON. Oh, yes. Our board of education was directed by the Federal judge to submit a plan to him, and that's the plan we submitted.

Mr. TUCKER. Has it been attacked in court?

Mr. JOHNSTON. Yes, sir.

Mr. TUCKER. What is the status of that litigation?

Mr. JOHNSTON. It's been appealed to the sixth circuit in Cincinnati. As far as I know, no date has been set for a hearing.

Mr. TUCKER. One other question: What is the language in your freedom-of-choice provision?

Mr. JOHNSTON. In the freedom of choice?

Mr. TUCKER. Yes, sir.

Mr. JOHNSTON. The thing that seemed to worry a lot of people was whether or not these children, in seeking a transfer, would go back to the school where they would have previously gone and seek the transfer, or go to the school in which they are now zoned for the transfer, and instead of just letting the board leave it to me as the administrator of the program I felt it would be wiser if the board of education adopted a policy stating that they may go either place and apply for a transfer, go back to their old school where they would have normally gone and ask for a transfer if they cared to, or go to the new school, and the board adopted that policy.

Mr. TUCKER. On the freedom of choice—does that have any reference to racial majority, minority, that sort of thing?

Mr. JOHNSTON. When we rezoned the schools, making a zone for each school, and the Negro and white children were in that zone, the Negro children—if they were in that zone, they would normally go to their own school. Now, if white children were in that zone, they had the right to request a transfer to go to the school where the majority of the children were white children.

Mr. TUCKER. And that's phrased in your plan, which was approved by the local Federal court?

Mr. JOHNSTON. Yes, sir. This plan is practically word for word like the plan used in Nashville. We might have changed a word or two here and there to fit the Knoxville situation, but it's essentially the same plan.

We did try to emphasize the freedom of choice for both races, particularly in seeking transfers. We didn't tell them where they had to go. We simply said they could go to either school and seek the transfer, and we made it very easy for them to do it. We didn't create a lot of redtape for them to go through to do it. We just treated them all alike—a very simple plan of transfer. It was almost automatic.

Commissioner HESBURGH. Thank you very much, Mr. Johnston, and may I just ask one final question which is more for my own information: Isn't it correct that the Nashville plan has been upheld by the Federal court?

Mr. JOHNSTON. The Nashville plan, I understand, was appealed to the sixth circuit and from there to the Supreme Court, and the Supreme Court refused to review it, which, in effect, I think, approved it, and our plan is practically identical and our plan now has been appealed to the sixth circuit.

Commissioner HESBURGH. Thank you very much, Mr. Johnston. We appreciate your fine contribution.

Mr. JOHNSTON. Thank you very kindly.

SUPPLEMENTAL MATERIALS

SUBMITTED BY T. N. JOHNSTON, SUPERINTENDENT, KNOXVILLE CITY SCHOOLS, KNOXVILLE, TENN.

To the Honorable ROBERT L. TAYLOR, *Judge of the U.S. District Court at Knoxville*:

On Wednesday, March 30, 1960, at a meeting of the board of education duly held, the superintendent of the public schools of Knoxville, speaking for himself and the administrative staff, recommended that the board adopt the following plan of desegregation called Plan No. 9:

"1. Effective with the beginning of the 1960–61 school year, racial segregation in grade 1 of the Knoxville public schools is discontinued.

"2. Effective for 1961–62 school year, racial segregation shall be discontinued in grade 2 and thereafter in the next higher grade at the beginning of each successive school year until the desegregation plan is effected in all 12 grades.

"3. Each student entering a desegregated grade in the Knoxville public schools will be permitted to attend the school designated for the zone in which he or she legally resides, subject to regulations that may be necessary in particular instances.

"4. A plan of school zoning or districting based upon the location and capacity (size) of school buildings and the latest enrollment studies without reference to race will be established for the administration of the first grade and other grades as hereafter desegregated.

"5. Requests for transfer of students in desegregated grades from the school of their zone to another school will be given full consideration and will be granted when made in writing by parents or guardians or those acting in the position of parents, when good cause therefor is shown and when transfer is practicable, consistent with sound school administration.

"6. The following will be regarded as some of the valid conditions to support requests for transfer:

"(*a*) When a white student would otherwise be required to attend a school previously serving colored students only.

"(*b*) When a colored student would otherwise be required to attend a school previously serving white students only.

"(c) When a student would otherwise be required to attend a school where the majority of students of that school or in his or her grade are of a different race."

Said meeting was adjourned, to convene again before April 8, 1960, and the adjourned meeting was regularly reconvened on Monday, April 4, 1960, at 7:30 p.m., when the following resolution was moved by Dr. Charles Moffett and seconded by Mr. Roy Linville and adopted:

"I move that the board follow the recommendation of the superintendent and submit Plan No. 9 to the Federal judge on April 8, 1960."

I hereby certify that the foregoing resolution was properly adopted by the Board of Education of Knoxville, Tenn., at a meeting duly held on April 4, 1960.

April 5, 1960.

JOHN BURKHART, *President.*
ROY E. LINVILLE, *Secretary.*

SPECIAL MEETING OF THE BOARD OF EDUCATION, KNOXVILLE, TENN., APRIL 4, 1960

Dr. Moffett read and then moved the adoption of the following resolution:

"The board of education calls upon all people of good will in Knoxville to join it in an attempt to comply with court orders and to deal effectively with the question at issue in such a manner as to reflect deserved credit upon our wonderful city. The board is fully mindful of the fact that time is short for the orientation work required and, for this reason, among others, calls upon all citizens, wherever possible, to join it in its attempt to make possible for its students, teachers, supervisors, and administrative staff the most satisfactory adjustment to this gigantic challenge. In effect, the question of desegregation in the public schools is a communitywide problem and requires complete community cooperation in arriving at a solution. Finally, it is the earnest hope of this board that all of the people of Knoxville concerned with this problem will understand that the board of education will stand firmly back of its agents in an attempt to comply in all good faith with the mandate of the law and the rulings of the courts on the subject of desegregation."

Mrs. Keith seconded the motion. Motion carried unanimously.

SPECIAL MEETING OF THE BOARD OF EDUCATION, KNOXVILLE, TENN., AUGUST 22, 1960

INSTRUCTIONS FOR ENROLLING FIRST GRADE STUDENTS

Superintendent Johnston presented the following two suggestions for instructions for first-grade enrollments.

Suggestion No. 1

(a) Parents of first-grade pupils should enroll them in the elementary school within their new school zone or they may choose to enroll them in the school which they would have previously attended in which case the principal will assist them in securing a special transfer.

(b) All children above the first grade should enroll in the school they attended last year.

Suggestion No. 2

All first-grade pupils should either enroll in the elementary school within their new school zone or in the school which they would have previously attended.

On motion made by Mr. Ray and seconded by Dr. Moffett, it was moved that the board approve suggestion No. 2 as submitted by the superintendent. Motion carried.

The following points were offered by the superintendent in support of "Plan 9."

1. The plan appears to meet the requirements of the Supreme Court's decision and of the Laws of the State which, in substance, places the burden of responsibility on local boards for desegregation and for the assignment and placement of students.

2. The plan does not limit the speed with which it can be implemented; although slow, it does come within the concept of the phrase "all deliberate speed" since the phrase has been interpreted as somewhat flexible.
3. The plan provides for a gradual implementation until the complex problems of zoning, transfer, and assignment of students can be adjusted in the light of actual experience.
4. The plan has the advantage of having had the experience of numerous other plans as a background for its adoption.
5. The main features of the plan have been upheld by higher courts.
6. The plan lessens the opportunity for developing prejudices.
7. The plan minimizes the possibility of administrative problems that could be of such complexity and magnitude as to seriously undermine and impair the total educational program of the city.

Commissioner HESBURGH. For the future, we shall try to restrain ourselves somewhat on questions up here so that we don't take all the time for questions and prevent the other conferees from having their say. I will ask Mr. Bernhard to keep us somewhat on schedule so we do have some provision for getting some lunch this noon. So, Mr. Bernhard, if you will present the next conferee——

Mr. BERNHARD. We will hear next from the Virginia State Pupil Placement Board, and I will introduce Prof. E. J. Oglesby, chairman of the Virginia State Pupil Placement Board, and ask him to introduce those members of the board that he sees fit to do.

Mr. Oglesby.

STATEMENT OF E. J. OGLESBY, CHAIRMAN, VIRGINIA STATE PUPIL PLACEMENT BOARD, CHARLOTTESVILLE, VA.

Dr. OGLESBY. Mr. Chairman, members of the Commission, I'd like to present: Mr. E. T. Justis, member of the State pupil placement board; Mr. A. B. Scott, our attorney; Mr. B. S. Hilton, executive secretary of the placement board. Mr. A. L. Wingo, our expert on testing, unfortunately, couldn't be here this morning. He had to report to the hospital yesterday for surgery.

The Virginia Pupil Placement Act, passed by a special session of the General Assembly of Virginia, became effective December 29, 1956. It was amended and reenacted during the 1958 session of the general assembly. The Pupil Placement Act created a board, which consisted of three residents of the State, to serve at the pleasure of the Governor.

Under the act the pupil placement board was given the exclusive power to enroll and place pupils in the public schools of Virginia. To discharge this responsibility, the procedures which the board adopted took this into account: date of application for transfer, recommendations by district superintendents and local school boards, attendance areas, academic qualifications, overall educational welfare, curriculum.

In order to have the benefit of knowledge of local school officials, the board has given much consideration to the recommendations by local school boards.

The above procedure established by the board, with the cooperation of local school officials, has worked well and has resulted in a minimum of expenditure of tax funds for the effective operation of the Pupil Placement Act.

As of January 9, 1961, the following is a statistical record of this board:

Applications processed by the placement board: 754,831.

Cost per pupil application: 39 cents.

Applications signed under protest: 703.

We have a place where the parent is supposed to sign, and some people, for one reason or another, protested. We actually processed those the same as if they had been signed and simply noted that they signed it under protest.

Applicants refusing to sign applications: 413.

I suspect in many cases the refusal is due to the fact the parent can't write and doesn't want to make a public admission of that.

Negro children placed in predominantly white schools: 60.

Negro children enrolled in predominantly white schools previous to the placement board's action: 11.

Number of schools integrated: 26.

Number of schools divisions integrated: 8.

I might say that our procedure is very simple.

We have our form filled out by the parent of the child. That parent asks for the school he wants his child to go to, and in the great majority of cases they have gotten the school that they wanted.

Now, we will be glad to try to answer any questions anybody may have about how actually this is carried out.

Commissioner HESBURGH. Thank you, Professor Oglesby.

Dean Storey, do you have any questions?

Vice Chairman STOREY. I believe not.

Commissioner HESBURGH. Governor Carlton?

Commissioner CARLTON. No questions.

Commissioner HESBURGH. Professor Oglesby, I only have one initial question here, and I was wondering if you would, please, elaborate for us a little bit on these factors considered by the board; namely, academic qualifications, overall educational welfare, and curriculum—those three particularly.

Dr. OGLESBY. Actually, the only one of those that has been taken into account to any great extent is the one having to do with academic qualifications. We have had in Virginia for a long time,

long before the Supreme Court decision in 1954, an elaborate testing program for all students in all of the public schools of the State. Now, I am not able to answer in great detail the nature of those tests, though I know something about statistics, having taught statistics as a part of mathematics in university and other courses for 35 years. I am not an expert on testing. I am very sorry Mr. Wingo is not here today, because he is an expert, but I can tell you we have used the ordinary standard tests, and the only extent to which this board takes that into account is that if a Negro student has applied for a white school and if the qualifications of that Negro as shown by those tests indicate very clearly he is not going to be able to do the work in that school and keep up anywhere near with his age group we have turned him down for that reason.

I might say that that is following almost exactly the procedure used by at least two Federal judges in Virginia in cases that came before them rather than before us. They have used exactly the same sort of tests, feeling it would be utterly ridiculous and very unfortunate for the Negro child to put him in a school where he couldn't possibly keep up.

I know something about what those tests show with respect to the relative standing of white and Negro students, not only in Virginia, but also in New York and other places, but I won't go into that unless I am further questioned on that point.

As far as the curriculum is concerned, it would be taken into account where a Negro was applying to go to a white school that had something that Negro needed which he couldn't get in the Negro school. Actually, since the curriculum in general is the same in the schools, it really has very little effect on the placement, but I do know of a case where that was the deciding issue.

Commissioner HESBURGH. And this overall educational welfare—is that the student's or the State's?

Dr. OGLESBY. I would say of the student; in other words, if the student is not going to be as well off in the other school. I don't know that's ever been used by the board since I have been on it.

Commissioner HESBURGH. I see.

Dr. OGLESBY. I can't think of a case where that had anything to do with it.

Commissioner HESBURGH. Mr. Bernhard.

Mr. BERNHARD. Just one question, Professor Oglesby: I was wondering whether in the absence of any type of pending desegregation suit the pupil placement board might make an assignment of a Negro student to a previously white school. Has this occurred?

Dr. OGLESBY. I think there are two points there. You say might we do that in the absence of pending legislation.

Mr. BERNHARD. No. Litigation.

Dr. OGLESBY. Litigation. Pending litigation. Well, we would not assign a Negro to a white school unless he has applied for it. Now, if he has applied for entrance into a white school, whether or not he is also involved in the courts, I don't think would have anything to do with it.

Mr. BERNHARD. Has this, in fact, occurred under the operation of the Pupil Placement Board?

Dr. OGLESBY. You have asked me have we assigned where we were not in court——

Mr. BERNHARD. Yes.

Dr. OGLESBY. Where there was not pending litigation. Yes; that is certainly true. I can't give you the exact number of cases, but there are a number of them.

Mr. BERNHARD. Thank you very much.

Commissioner HESBURGH. Mrs. Cole.

Mrs. COLE. I would like to ask Professor Oglesby a couple of questions about the form which he kindly submitted to us, the application for transfer. It has three parts. I say this for the benefit of people who don't have one in front of them. The first part is to be filled in by the parent of the child, the second part by the local school board, and the third part reports the action by the State placement board.

In the first part, on the application of the parent, there is nothing there that shows the reason that the transfer is requested at all, and I wondered if the reason transfer was requested was material to the action taken.

Dr. OGLESBY. Would you care to answer that—

Mrs. COLE. It's not there. So, I wonder how you know that.

Dr. OGLESBY. Would you care to answer that, Mr. Hilton?

Mr. HILTON. Well, actually, this form serves as a basis for consideration by the board. Any additional information that the parent wants to file with this form, he can do so on a separate sheet or the local school officials can include that with this sheet. Now, very often at the top of the sheet, in between the lines, some parent of a pupil will include some reason or some specific school that he's applying for.

Any parent who moves into a new community and is to go to a new school fills out one of these forms, and in the majority of cases the parent leaves it to the local school division and to the pupil placement board for the assignment to the school that he is zoned

for or has particular aptitudes or for some other reason should attend.

Mrs. COLE. On the second part of the form, information and recommendations from the local school board, I see nothing about these three criteria that Father Hesburgh inquired about—the overall educational welfare, academic qualifications, and curriculum. There is nothing to give that information to the board, nor the reason for the recommendation of the local board. How do you get that information?

Dr. OGLESBY. Mr. Scott, would you like to answer that one?

Mr. SCOTT. Mr. Chairman and members of the Commission, I haven't got and didn't prepare any prepared statement because I didn't know what facts you wanted. Another reason is that I am a lawyer, and lawyers, if you will pardon a little levity at this point, are sometimes referred to like some of our good wives. We can't get along with them, but we certainly can't get along without them. Another reason: I don't know that Mr. Storey or Mr. Reeves or members of your legal staff will appreciate this, but I think it's apropos. The story is told that a cabin cruiser went down just south of Florida, among the coral islands, and, lo and behold, a little dinghy showed up with three survivors—one was a doctor and one was a minister of the Gospel and another was a lawyer—and they tried their best by their hands to row ashore, which was just over the—you could just see it, and, finally, they got to a coral reef and couldn't get over it. So, they said, "The only thing we can do now is for one of us to get outside and push this boat over that coral reef." And they all looked at each other and said, "Who's going to do it?" So, they finally cast lots and, lo and behold, it became the lot of the lawyer to get out there and do it. So, he was about to jump overboard when the minister of the Gospel said, "Now, I think we should indulge in a little prayer," which they did.

The reason—I'm a little ahead of myself—was that a tremendous number of sharks had come up and were all around. So, the lawyer said, "Well, as long as I've got to do it, I'm going to do it." He jumped overboard, and, to the amazement of the other two, the sharks left the sea, he shoved the boat over the coral reef and got back in. The silence was broken by the minister of the Gospel, who said, "Now you see the power of prayer," whereupon the doctor said, "Reverend, sir, you exaggerate the power of prayer. That was professional courtesy." [Laughter.]

So, being in that position, I have no prepared statement. I'm here to answer questions. It's not a command performance exactly. You have invited me. My bosses have commanded. So, I am here

to answer questions and to do the best I can. So far as that particular question is concerned, there is, of course, correspondence between the board and the local school superintendent wherein those specific questions are asked. Normally—and, I would say, in the vast majority of the cases—that is covered in the accompanying letter which sends these applications down.

Now, I am open to questions. I have got what the old board was, my advice to them, my advice to the new board, the advice that I've given both boards as to how they should operate, the position we have taken in litigation, the position we are now taking in litigation, and I'm at your service.

Pardon that levity, but I thought the time had arisen when we ought to have a little levity.

Mrs. COLE. Then, actually, this form is only a summary form?

Mr. SCOTT. Yes, ma'am.

Mrs. COLE. It's supplemental to data that you acquire in other ways?

Mr. SCOTT. It comes in by other means; by correspondence.

Mrs. COLE. By correspondence?

Mr. SCOTT. Yes, ma'am.

Mrs. COLE. Yes.

I think that is all.

Commissioner HESBURGH. All right. Do any of the conferees wish to ask questions of Professor Oglesby or of Mr. Hilton or Mr. Scott?

Dr. DOBBINS. I would like to ask one question, sir. Is this form required to be filled out every year?

Dr. OGLESBY. When the child is placed in the school, he stays in that school until graduation, if he stays that long, or until he drops out, but they do not have to be replaced each year.

Dr. DOBBINS. If the parent desires to replace the child, then she would file a new application?

Dr. OGLESBY. If the parent desires to put the child in a different school, before graduation from that school, a new form would be filed requesting that.

Dr. DOBBINS. Thank you.

Commissioner HESBURGH. Any further questions?

Dr. THOMAS J. PULLEN, JR. As a matter of professional courtesy, I want to say Dr. Oglesby taught me analytics 43 years ago, and he still looks like he could do that.

Commissioner HESBURGH. I think that is a very fine thing we would like to have in our record. Mr. Isbell, did you have——

Mr. ISBELL. In the event of a transfer of a student, as against an initial assignment of a student entering school, Dr. Oglesby, are

different standards applied? That is, in one case you have a Negro student who has not been in school at all who is going to school for the first time and applies to a white school; in the second place, you have a Negro student who has been attending a Negro school and applies to get in the white school. Are different standards applied to the two cases?

Dr. OBLESBY. Obviously, in the case of the child going in the first grade there would be no tests that we could apply and no tests would be applied. Does that answer your question?

Mr. ISBELL. I believe so.

Commissioner HESBURGH. If there are no further questions, I would like to thank very much Professor Oglesby and Mr. Hilton and Mr. Scott for their fine contribution to our conference, and ask——

Mr. SCOTT. May I——

Commissioner HESBURGH. Yes.

Mr. SCOTT. Mr. Storey, something emanating from Dallas that you may be a little familiar with has come up, and time is of the essence, and I've got to go back to Richmond. Something has got to be done, but first I've got to go back to Richmond and work over this weekend, and I would like to ask, No. 1, if I can be excused; No. 2, to tell you how I regret I cannot stay here. If you grant me the leave to depart, I would appreciate it on that account. I'm not much for working on weekends particularly, but this is a case I have got to do—and, if I can be excused, I would like to be excused and at the same time express my regret that I can't be with you.

Vice Chairman STOREY. Well, Mr. Scott, certainly, we appreciate your coming, and we admire your professional responsibility, keen interest, and we'll excuse you and thank you for your contribution. Sorry you can't continue with us.

Mr. SCOTT. You may have this, too, before I leave. I think it's very good, and it's right funny, and it emanates from England, of all places. It is attributed to the London periodical known as Tidbits, and I think we'd all do well, regardless of who we are, to consider it, and the quotation is as follows:

> One trouble with the world is that so many people who stand up so vigorously for their rights fall down so miserably in their duties.

I think we would do well to ponder those remarks.

Commissioner HESBURGH. Thank you, Mr. Scott, and I am only sorry you can't stay longer to get together with Governor Carlton, because he'll match you two to one in any stories you have.

Mr. SCOTT. I want to go to lunch, of course, and I'll be here until that time. [Laughter.]

P.P.B. FORM NO. 1

School Division (City or County): _____

COMMONWEALTH OF VIRGINIA
PUPIL PLACEMENT BOARD
APPLICATION FOR PLACEMENT OF PUPIL

(NOTE: *A birth certificate or photostatic copy thereof shall be attached to the application of each pupil who has moved to Virginia from another state for whom application is made for enrollment in Virginia schools for the first time.*).

I, the undersigned parent/or legal guardian, or other person having custody of the child named below, request that this child be placed in the Public School System in the County/or City of _____ and in support thereof, submit the following information: (PRINT OR TYPE)

FULL NAME OF CHILD: _____ (FIRST) _____ (MIDDLE) _____ (LAST)

ADDRESS: _____

POST OFFICE: _____

SCHOOL YEAR FOR WHICH ENROLLMENT IS REQUESTED: _____

NAME OF SCHOOL LAST ATTENDED: _____ WHEN: _____

ADDRESS OF SCHOOL: _____ COUNTY/OR CITY: _____

YEARS IN SCHOOL: _____ GRADE _____ SEX: _____ BIRTH DATE: _____

STATE OR COUNTRY OF BIRTH: _____ CONDITION OF HEALTH: _____

PHYSICAL OR MENTAL HANDICAPS OR DISABILITIES: _____

_____

PARTICULAR APTITUDES: _____

NAME AND LOCATION OF SCHOOL OR SCHOOLS IN VIRGINIA IN WHICH ANY OTHER CHILDREN OF YOURS ARE ENROLLED: _____

The foregoing is certified on oath or affirmation to be true and complete.

Signed: _____

Date: _____ Address: _____

(FOR USE OF BOARDS ONLY)

INFORMATION AND RECOMMENDATIONS FROM LOCAL SCHOOL BOARD

If child is entering for the first time is date of child's birth on application same as on birth certificate? _____

Comments concerning pupil: _____

_____

Recommendation as to school to which pupil should be assigned: _____

Principal or Head Teacher: _____ LOCAL SCHOOL BOARD

By: _____ (*Title*)

ACTION BY STATE BOARD

The above-named pupil is hereby assigned to _____ school in the County (City) of _____

_____

FOR THE PUPIL PLACEMENT BOARD OF THE COMMONWEALTH OF VIRGINIA

FORM FOR APPLICATION FOR PLACEMENT OF PUPIL

(Submitted by Dr. E. J. Oglesby, Chairman, Pupil Placement Board, Charlottesville, Va.)

588234—61——3

Commissioner HESBURGH. Mrs. Cole, would you please present the next group of speakers?

Mrs. COLE. The next speaker is Dr. George B. Brain, superintendent of schools of Baltimore, Md.

STATEMENT OF GEORGE B. BRAIN, SUPERINTENDENT OF SCHOOLS, BALTIMORE, MD.

Dr. BRAIN. Mr. Chairman, members of the Commission, I would want you to know that my experience in the city of Baltimore as superintendent of the schools has been only of limited duration. I assumed the superintendency and its responsibilities on January 1, 1960, and, of course, the success of the program that has been in operation in the Baltimore city schools is due to the leadership of the previous superintendent and the cooperative efforts of the board of school commissioners and the community.

In the years since desegregation took place in the city of Baltimore, the pupil population has increased from 143,682 to 170,222. That's an increase of about 18½ percent in the period of 7 years. In 1953, the year before the Supreme Court decision, there were a total of 154 school units in operation in the city, and only one, the Baltimore Polytechnic Institute, was an integrated organization. In 1961 we have 193 school units being operated. Forty-nine percent or 93 of the 193, are integrated organizations.

Of our total net roll at the present time, 51.4 percent of that net roll is Negro, 48.6 percent is white. The dropout rate we find among our students is greater at the secondary level and the greatest frequency race is among the Negro group.

We have a total of 6,081 educational staff employees; 57.7 percent of this total group is white; 42.3 percent is Negro. Thirty-eight percent of all of these schools are staffed with all-white faculties. Thirty-five percent of the schools have all-Negro faculties. Twenty-seven percent of the schools have members of both races teaching side by side in an integrated situation. In 1954, when integration was first ordered in the city, only four faculties were integrated at that time.

You asked that I speak a bit about the policy of free choice that is in operation in the Baltimore city schools in the selection of a school for attendance purposes. The policy of free choice goes back to the policy that was adopted by the board of school commissioners on June 10, 1954. That policy included three essential elements: First of all, that the standards pertaining to school admission, grades, and curricula were to continue in force, except that the race of the pupil should not be a consideration. Secondly, that no

child should be required to attend any particular school. Thirdly, where a building was overcrowded, specific district lines were to be established as required by the building capacity and by the neighborhood population. No pupil who lived beyond such a line was then to enter the districted school and all pupils hitherto enrolled within that geographical boundary were permitted to remain there.

Under this policy, then, pupils generally were able to enter the school of their choice without regard to the former racial classification of the school. Transfer privileges were retained, thereby giving the system an actual flexibility which it had not experienced prior to that time. I would like to reiterate that any child who lives in a given area and attends a public school need not attend a public school in that neighborhood. Children are free to transfer to another school if they wish. The transfer, however, must be to a nondistricted school and the family of the child must assume the transportation obligation.

The policy which is followed is simply that if the transfer, in the opinion of the sending and the receiving schools, is desirable for the child and provides him with a better educational opportunity the transfer is made. If there is any reason to question the wisdom of making the transfer, either from the pupil's point of view or his professional educational needs, then such factors are taken into consideration by the principals of both the sending and the receiving schools. Wherever there is a need for any additional consultation, the matter is referred to the area director or to the appropriate assistant superintendent. The school is charged with the responsibility of providing for each child the best educational environment which is possible.

I would say that over the period of the experience which the Baltimore city schools have had with desegregation there are three trends in evidence: First, that we find a tendency for parents to request transfer of their children to nondistricted schools of good reputation. This kind of request has been more frequent when the neighborhood school has operated on a part-time basis due to overcrowding.

Secondly, it has been observed that requests for transfer of Negro children to schools outside of their residential neighborhood have on occasions preceded a change in the racial composition of the neighborhood, but the transfers, however, have not precipitated residential change; rather, most of the transfer requests that have come from Negro parents have been from parents who have wanted to avail their children of educational opportunities in what they considered to be a better educational situation, and this without residential

change being contemplated or subsequently occurring. The third trend has to do chiefly with the parents of white children. It is noted that when the population of the neighborhood school shows a heavy Negro concentration parents of white children desire to have their children attend a school with more white classmates. Often such parents have said, "I do not object to my child being in an integrated school, but I do not want him to be the only white child in the class."

We find, in general, that white parents as well will request a transfer to a new school plant more frequently than would the Negro family. The Negro family tends to remain in the neighborhood and in the community; that is, the children of the Negro family tend to remain in the neighborhood and in the community in which the Negro family lives, even though another school may be located within some geographical proximity.

Just a word or two about districting. In 1954, when there were a total of 175 school units in operation, at the moment when desegregation occurred, there were 30 badly crowded schools that were districted at that time. Twenty-nine of these schools were elementary school units. One of them was the junior high school. As population changes have occurred, additional schools from time to time have been districted, and some that were originally districted in 1954 have had the district boundaries removed. The district boundaries are removed as soon as new school housing is available in the area to relieve the overcrowded situation.

As of October 31, 1960, 32 of 143 elementary school units were districted. This constituted approximately 22 percent of all of our elementary school organizational units. Only 5, or 9 percent, of the total of 50 secondary school units were districted. All districted secondary units were at the junior high school level. None of our senior high schools in the secondary vocational organizational pattern is presently districted.

In conclusion, I would say that we feel that the integration of the schools in Baltimore City has been accomplished most satisfactorily. The free-choice policy in selecting a school for attendance purposes has contributed immeasurably to the success of this effort. In general, our schools reflect the neighborhood population pattern, very largely, for we note the enrollment of Negroes in what was previously an all-white school occurs only as the population of the neighborhood reveals a corresponding change.

The free-choice policy has demonstrated the schools are not being used as instruments to compel or to thwart social reform. Fundamentally, it recognizes the parent's right to obtain for his child

what he considers to be the best educational situation available in the Baltimore public schools. The policy also enables the minority group to attend schools that are compatible with their social and cultural interest, but it does not force pupils into the school in which the racial pattern would be one in which the pupil, himself, would not feel comfortable.

Thank you.

Commissioner HESBURGH. Thank you very much, Dr. Brain. Dean Storey.

Vice Chairman STOREY. Dr. Brain, am I correct in assuming that the only districting you do, or realignment, is because of overcrowding, and, if so, what are the criteria you set out for the districting or rezoning?

Dr. BRAIN. The only districting we do, sir, is to relieve the overcrowded situation in the local community. Then a line, an arbitrary boundary line, will be established which will enable children living within the closest geographical proximity of the school to attend that school in their neighborhood. Any child who lives in that area may attend that school. He need not attend that school, however, if he desires to attend some other school in the city which is a nondistricted school. He may place his request for transfer before the principal of the school in the neighborhood in which he resides, and that principal will contact a receiving principal in another section of the city and the transfer is effected if it is determined to be in the best educational interests of the child.

Vice Chairman STOREY. Thank you.

Commissioner HESBURGH. Governor Carlton.

Commissioner CARLTON. No questions.

Commissioner HESBURGH. I have one question, Dr. Brain: Do you find that this free choice of school system helps in eliminating overcrowding or doubling up of the school facilities?

Dr. BRAIN. I think I mentioned earlier, Mr. Chairman, that the free choice provided a flexibility in the use of school plant facilities that was not available or possible prior to desegregation.

Commissioner HESBURGH. You think it actually does help, then, in eliminating overcrowding?

Dr. BRAIN. Very definitely, it helps. It helps in several ways. It gives us an opportunity, for example, in a school that would not be filled immediately from its own neighborhood, that is, filled with children from its own neighborhood, to use our transportation to relieve overcrowding in other areas. We do some transporting of children from crowded communities, crowded school situations, to communities in which schools are not crowded.

Commissioner HESBURGH. Is there some communication to new parents, telling them of their right to send their children to any school that is not districted?

Dr. BRAIN. No communication, to my knowledge, is issued to the parents of new children.

Commissioner HESBURGH. Berl.

Mr. BERNHARD. No, thanks.

Mrs. Cole.

Mrs. COLE. Dr. Brain, we understand to relieve overcrowding in some places you transport children by bus from one school to another school. Now, those are not necessarily districted schools. So, as far as we could see, the staff could tell, some schools that were so overcrowded that children were bused to another school were not necessarily districted schools, which puzzled us on this matter of districting and when you decide to district. We also found some schools on part-time schedules that were not districted, so that we don't fully understand when you district a school. If you could make that a little clearer, we would appreciate it.

Dr. BRAIN. I know of none of our schools that are on part-time schedules that are not districted. I would question whether there are any schools that are on part time that are nondistricted schools, except at the senior high school level.

We have an extended-day program at the senior high school level with youngsters starting as early as 8 o'clock and remaining as late as 5 in the afternoon. We could classify these as part-time situations or extended programs and, yet, these schools are not districted. For this reason, we can handle the number of pupils necessary by extending the day without districting the school. In other words, we use the administrative device of extension to avoid districting wherever possible.

The part-time situation occurs only at the elementary level, and at the elementary level these are largely neighborhood schools, and when the school becomes crowded to the point of making the decision about whether or not it should be placed on part time or whether it would be districted we use the districting device first, and then if this, in itself, doesn't seem reasonable as an administrative device to avoid the overcrowding we have the only alternative to follow at that point of moving to the part-time situation.

Then when we find situations where within some geographic proximity of a school which may not yet be districted, but which is showing a strain because of the increasing population, and we have available transportation moving in a direction toward a school with available housing, we transport from school to school.

Mrs. COLE. Dr. Brain, in this transporting of children from one school to another school, we have been told that in selecting the receiving school the administration selects the school with a similar racial composition in the enrollment. Is that true?

Dr. BRAIN. To a large degree that would be true, but not completely so in every situation.

Mrs. COLE. Even though there might be a nearer school, you would go to a farther school with the same racial composition enrollment?

Dr. BRAIN. The nearest school in all the situations that we have at the present time would be overcrowded to the point that it couldn't house the additional children that would be transported. We bypass the near schools to take them to the outlying schools in our present program.

Mrs. COLE. Thank you. I have one more question, and that is with regard to the area setup. I understand there are four areas for administrative and supervisory purposes and that these areas are not—I guess maybe it is five.

Dr. BRAIN. Five.

Mrs. COLE. Five. Yes—and these areas are not compact geographic units, but may be scattered about the city. Now, we were told that areas B and D include entirely predominantly Negro schools, and they are scattered about the city, and that the supervisors, specialists, and directors assigned to these areas are also Negroes. Is this true, Dr. Brain?

Dr. BRAIN. The organization of the areas occurred simultaneously with the desegregation of the schools. The city was divided into five geographic regions and in each region an area director was assigned as an administrative director to work in close liaison with the building principals. The two areas that you have identified at that time were not predominantly Negro. They have moved to predominant Negro status in the changing population in the period since that time. There are two Negro area directors, and three that are white. These positions have not changed since 1954.

Mrs. COLE. But you do say these are—the areas are—compact geographic units; they don't include one school here and another school elsewhere?

Dr. BRAIN. They do just that. They do include one school here and one school elsewhere. Their geographic relationship primarily relates to the areas of the city that would be identified by the points of the compass. There is a northwest area; there is a southwest area; there is a northeast area; and there is a southeast area; and then there is a central core, which makes up pretty largely the final

district. So, schools in the outer area and schools in the inner area —if we think of it as extending out from the center of the city, the outer areas would move out like the spokes of a wheel. This would define pretty largely, with the exception of one area, and this area is within that central core. It was planned this way originally, I understand it, to balance the load both in terms of pupils and in terms of the number of staff members with whom each area director would be working.

Mrs. COLE. I have one more question and that is with regard to the annual census that Baltimore City takes of its school enrollment by race. Would you explain to us the purpose served by this census?

Dr. BRAIN. The bureau of research in the city's schools is responsible primarily for projecting the need for new school housing in various locations of the city. The bureau of research, in examining its records over the years, has concluded by and large that where the community changes from white to Negro the pupil population increases almost twofold. As a consequence, the census is maintained primarily for purposes of forecasting the need for new school housing and forecasting the specific location of the site areas that would be needed for this purpose. This is the reason that the city maintains—that is, the city's schools maintain—this general census of pupil population.

Mrs. COLE. Thank you.

Commissioner HESBURGH. Mr. Bernhard, do you have any questions?

Mr. BERNHARD. No.

Commissioner HESBURGH. Would any of the conferees like to ask a question of Dr. Brain.

If not, I would like to indicate a 10-minute break.

We are halfway through our morning program, and, if agreeable, we will break now for 10 minutes.

WRITTEN STATEMENT OF DR. GEORGE B. BRAIN, SUPERINTENDENT OF SCHOOLS, BALTIMORE, MD.

An historical perspective

The Pancoast report on the desegregation in the Baltimore city schools provides a proper historical background for a discussion of the policies enacted by the board of school commissioners and the progress which has been made to date with integration in the city schools. In part, the Pancoast survey states, "Maryland adopted a new Constitution in 1864 abolishing slavery. No constitutional provision then or in the later Constitution of 1867 required racial segregation in the public schools. Some private schools for Negro children had been established in Baltimore by religious or other organizations, which were staffed with both white and Negro teachers. On July 10, 1867, the city council passed the following ordinance: 'It is hereby made the duty of the board of school commissioners of this city of Baltimore to organize separate schools for colored children, and to establish as many schools for the education of the

colored children of Baltimore City as may in the judgment of said board be necessary.'

"The school commissioners took over some of the private schools for Negroes and staffed them with white teachers. About 15 years later, Negro teachers began to be engaged in the public colored schools. By 1908, colored schools in Baltimore were exclusively staffed with teachers and other personnel of that race.

"Separate schools for Negro children were made in the Maryland public school system in an 1872 State statute. The State had adopted a centralized school system covering the 23 counties, but not Baltimore City, which has operated its schools independently of the State system.

"Whether in response to the quality standard enunciated in the *Plessy* v. *Ferguson* decision of 1896, with its dictum concerning the legality of segregated schools which were 'separate but equal,' or for other reasons, Baltimore has long had identical standards for the certification of white and Negro teachers, and has administered identical professional examinations to them. Identical certification requirements were not set up by the State, however, until 1916. The city adopted in 1925 identical salary scales for men and women, and for white and Negro teachers, although the State did not equalize salary scales of white and Negro teachers until 17 years later.

"The colored schools in Baltimore were administered as an integral part of the Baltimore system operating under the general supervision of the assistant superintendents and according to citywide standards. The division of colored schools had direct supervision and functioned first under a director, and, beginning in 1944, under an assistant superintendent for colored schools. There was no separate budget, funds being allocated on a per-pupil basis."

Board of school commissioners

The first Negro was appointed to the board of school commissioners in 1943. Since that date a Negro has been included on the board. The nine-member board which serves without salary is appointed by the mayor and is confirmed by the city council. The term of office on the board of school commissioners is for a period of 6 years. The president of the board is named by the mayor.

Early efforts in integration

In the period between 1943 and 1954 many activities were planned in the school system that brought white and Negro members of the teaching staff together. In 1946, under the leadership of Dr. William H. Lemmel, then superintendent of the Baltimore public schools, all professional meetings for teachers on the staff were racially integrated. This included in-service and professional meetings as well as community workshops and administrative committees.

Pupil exchange visits between white and colored schools were also initiated. Choruses, glee clubs, assemblies, class exhibits, debates, and other joint activities involving Junior Red Cross, Brotherhood Week, United Nations, Youth and Model Youth City Council were developed. Through activities of this type staff members and children in the schools came to know and understand the cultures of both groups. Wise planning of this type contributed greatly to the successful desegregation of the public school program which occurred in September of 1954.

Desegregation policies and procedures

On June 3, 1954, after the May 17 decision of the Supreme Court of the United States declared illegal the established separate schools for white and colored pupils respectively, the board of school commissioners adopted unanimously a resolution declaring that Baltimore public schools "should be conformed to a nonsegregated basis to be in effect by the opening of schools in September." This action was based on an opinion of the city solicitor who had been requested by the school board to rule on the legal effect of the Supreme Court decision and its implications for the fulfillment of the duties and obligations of the board of school commissioners. The city solicitor's reply, dated June 1, 1954, concluded, "It is the opinion of this office that the Supreme Court, by its decision, has determined that segregation and education, as provided for in article 32, section 22, of the Baltimore City Code, is in deprivation of the equal protection of the laws guaranteed by the 14th amendment and is, consequently, unconstitutional and invalid."

This ruling, which provided the legal basis for the board's action, was only the climax of a long series of developments which had paved the way for an eventual change of that kind. For many years the professional members of the school system of both races had become experienced in planning and working together on problems of concern to public education. Therefore, already a certain amount of integration had taken place in specialized curricula at the high school level and in adult education classes. Furthermore, the board of superintendents had been considering for some time ways and means of effecting desegregation should a decision requiring it be handed down by the Supreme Court. Thus, the Department of Education was ready to take the critical step when it became necessary.

On June 10, 1954, the Board of School Commissioners approved unanimously the recommendation of the superintendent regarding the fundamental policies which should govern the conversion of the school system to a nonsegregated basis. He enumerated three:

1. Present standards pertaining to school admission, grades, and curricula shall continue in force, except that the race of the pupil shall not be a consideration.

2. *No child shall be required to attend any particular school.*—Where a building is overcrowded, specific district lines may be established as required by building, capacity, and neighborhood population. No pupil who lives beyond such a line will then enter the districted school. All pupils hitherto enrolled therein are permitted to remain there.

3. In the assignment, promotion, and transfer of staff members the present policy of respecting relative merit shall be scrupulously observed. No person shall be denied an opportunity because of his race.

Under this policy, pupils generally were able to enter the school of their choice without regard to the former racial classification of the school. Transfer privileges were retained, thereby giving the system flexibility and at the same time continuing the right of staff members to pass on the wisdom of a particular move.

Transfers by reason of a change of residence were automatically approved. When admission was requested to a school where district lines were already established, permission could be granted only if the pupil made his home in that district.

If no change of residence was involved, the principals of both the sending and the respective receiving school approved, or, if agreement could not be reached, the case was referred to the appropriate assistant superintendent for adjudication. "In giving their approval the principals will, as in the past, consider the educational reasons justifying the transfer and the number of pupils already enrolled in the class to which the pupil requesting transfer would be assigned."

Pupils who were prohibited by the pattern of segregation from registering for any program during the spring of 1954 were allowed to register until the opening of school in September 1954. In case of overcrowding, criteria of selection did not include race, but did apply otherwise to all registrants.

The adoption of the free-choice policy permitted the school board to cancel its plans for expensive printing equipment that had been ordered in accordance with the old "separate but equal" doctrine to provide Negro students enrolling at the Carver Vocational-Technical High School, then under construction, with a printing course that would be equivalent to that offered white students at the Mergenthaler Vocational-Technical High School.

This action resulted in all printing instruction being given at Mergenthaler, to which the Negro applicants were automatically admitted.

While there were many questions and some apprehension about what would happen when schools opened in the fall, the fully integrated adult evening summer school held during June and July of 1954 furnished further proof that Baltimore was prepared to accept interracial schooling. The 815 white and 385 colored students, ranging in age from 16 on up, attended mixed classes three and four times a week under both white and Negro teachers without a single incident of unpleasantness. And, as far as school officials knew, nobody dropped out or declined to register because the classes were mixed.

With the opening of schools in September 1954, race had ceased to be a determining factor in the assignment of pupils and staff members. White and colored eligible lists had been consolidated into one list from which selection

was made from the top five individuals for staffing educational positions. The division of colored schools had been discontinued, but no one in that division had suffered discharge or loss of status. Other duties were assigned to the assistant superintendent in charge of the division, and teachers, principals, and supervisors were merged with white personnel of like status.

Coincidentally, but not part of the desegregation program, the reorganization of the elementary division went into effect with the opening of schools. Under this plan the elementary schools were reorganized without regard to prevailing race into five administrative groups designated "areas." Each area was staffed with a team consisting of (1) an overall administrative and supervisory executive officer designated as the area director; (2) two supervisors, one with prior specialization in primary education; the other intermediate education; (3) two specialists, one at each level; (4) a specialist in art; (5) a specialist in music; and (6) a specialist in physical education. Two of the area directors were principals of former colored schools, and many of the supervisors and specialists were drawn from the former division of colored schools.

The Baltimore public schools rejected the idea of deliberate mixing of the races. Changes in the composition of student bodies came as families changed their places of residence or as pupils applied for transfers for specific educational reasons. Consequently, it was normal that the pattern of school attendance should change slowly at first and only accelerate with the success of the experiment.

Throughout the period since 1954 the work of the schools has continued normally. At the beginning relatively few changes occurred in the staffing of the schools. As time went on and there were vacancies to be filled, the number of biracial faculties increased. Composition of the pupil population changed more rapidly. Most of the change followed that of population migration within the city. The effect was to raise markedly the enrollments of schools in changing neighborhoods where the white population had been decreasing. The desegregation policy helped to reduce the amount of part-timeness in the elementary schools. It made possible later in the fall of 1955 the transfer of over 200 pupils, with their teachers, from a former colored school to a neighboring former white school that was partially empty. Thus it added a flexibility to the school system which had never before been experienced.

Again the Pancoast survey identifies various factors as being responsible for the orderly desegregation of the Baltimore city schools. Among those factors were the following:

1. The schools remained open for the usual hours. Principals and teachers were at their posts taking on additional responsibilities throughout the emergency period.
2. The role played by the pupils themselves was by no means insignificant. Class officers of the student organizations were effective in maintaining order and morale.
3. Many persons assisted helpfully at the scene of the disturbances including administrative officers of the school, police officials, plainclothesmen, and newsmen. In addition, a particularly significant part was taken by clergymen of the churches in the school community, who came to the school to stand with it wherever they could be of greatest use. Many parents also gave substantial support to the principle of law and order.
4. The press, radio, and television were especially forceful in their utterances. Editorials and news coverage were very effective in alleviating fears and in bringing the real problems into true focus.

It became clearly evident that the community, by and large, approved of the board's decision to move in the directions indicated by the Supreme Court.

Free choice of schools

Baltimore does not insist that any child attend a school in whose district he lives. In such cases children living within a prescribed area have the right to attend the districted school and all others are excluded. But if a child living in any district wishes to attend elsewhere, he may do so if the school is not districted and if there is good reason for his transferring. The administrative policy for the enrollment of students in districted schools follows:

Students may be admitted to districted schools only upon evidence that legal residence of parents is within the boundaries established. Therefore, nonresident pupils should not be enrolled.

Withdrawal of students from districted schools upon change of residence

The school board rules that apply are as follows:

Article V, section II (f)

"Pupils who have been enrolled in a districted school and whose parents move out of the district must be transferred to a school in the district of their new residence. If the change of residence occurs during the school year, the pupil may remain in the former school until the close of that school year. If the application of this paragraph is likely to cause a hardship in the case of any pupil, the superintendent is authorized to make such exceptions as the merits of any case justify."

Article V, section III (c)

"Any pupil who has been a resident of this city for 1 year or longer and is enrolled in the second semester of the final grade of any division of the school system and his parents cease to be residents of the city shall be treated as a resident pupil until the end of the semester in which the change of status occurs. This rule shall apply only to pupils in the 2nd semester of the 6th, 9th, and 12th grades and final grades or classes in the vocational educational programs."

In applying these school board rules, it is noted that:

(*a*) A nonresident pupil who is enrolled in a school before it was districted may continue to complete his full program in that school even though it becomes districted. A resident pupil who is enrolled in a school before it was districted, but who resides outside of the established district lines, may continue to complete his full program in that school even though it has become districted.

(*b*) If a resident pupil becomes a nonresident pupil, he may continue in the districted school in which he is attending at the time of change of residence only until the conclusion of the current semester. However, he will be subject to the prorated tuition fee unless he is in the second semester of the final grade of the school he is attending.

(*c*) Hardship case of admission or withdrawal.

In any hardship case, an exception to the rules may be made. The assistant superintendent concerned reviews such a case with the principal and makes the appropriate decision or refers it to the superintendent for further consideration.

Frequency of districting

Changes in district boundaries, establishment of district boundaries, and discontinuation of district boundaries are explained in circulars and memorandums issued during each school year. In September of 1954, with a total of 175 school units in operation, 30 which were badly crowded were districted. Twenty-nine of these schools were elementary school units. The only secondary school districted at that time was the Garrison Junior High School. As population changes have occurred, additional schools have from time to time been districted and some that were originally districted in 1954 have had the district boundaries removed. As of October 31, 1960, 32 of 143 elementary school units were districted. This constituted 22 percent of all elementary school organizational units. Only 5, or 9 percent, of the total of 50 secondary school units were districted. All districted secondary schools were at the junior high school level. None of the senior high school secondary-vocational organizations is presently districted.

Schools have been districted only when they were so overcrowded that it was necessary to safeguard their facilities for the children living in closest geographic proximity to them. Race has never been a factor in the establishment of school district boundaries. (See table A.)

Transfer of pupils

It is reiterated here for emphasis that any child who lives in a given area and attends a public school need not attend a public school in that neighbor-

hood. Children are free to transfer to another school if they wish. The transfer, however, must be to a nondistricted school and the family of the child must assume the transportation obligation.

The policy which is followed in the case of the parent who wishes his children to be transferred to another school without a change in the family residence is simply that if the transfer, in the opinion of the sending and receiving schools, is desirable for the child and provides him with a better educational opportunity the transfer is made. If there is any reason to question the wisdom of making the transfer, either from the child's point of view or his special educational needs, such factors are taken into consideration by the principals of both the sending and receiving schools. Where additional consultation is felt to be desirable the matter is referred either to the area director or to the appropriate assistant superintendent. The school is charged with the responsibility of providing for each child the best educational environment which is possible. We feel that the parent's judgment is an important factor in the choice of schools which a given child might attend.

In 1954, when desegregation first occurred, it was expected that a number of requests might be received enmasse from large numbers of Negro parents who desired to transfer their children to formerly all-white schools. There were a few individual requests, but they did not occur in great number. There was no mass movement of children through transfer at that time nor has there been any very great number of requests for transfer subsequently.

Over the period of our total experience with desegregation three trends are in evidence. First, there has been a tendency for parents to request transfer of their children to nondistricted schools of good reputation. This kind of request has been more frequent when the neighborhood school is operated on a part-time basis due to overcrowding.

Secondly, it has been observed that requests for transfer of Negro children to schools outside of their residential neighborhood have on occasions preceded a change in the racial composition of a neighborhood. Transfers, however, have not precipitated residential change. Rather, most of the transfer requests came from Negro parents who wanted to avail their children of educational opportunities in what they considered to be better educational situations, without residential changes being contemplated or subsequently occurring.

The third trend has to do chiefly with the parents of white children. It is noted that when the population of a neighborhood school shows a heavy Negro concentration that parents of white children desire to have their children attend a school with more white classmates. Often such parents have said, "I do not object to my child being in an integrated school, but I do not want him to be the only white child in the class." Sometimes the reasons were not as obviously stated even though the underlying cause might have been the same.

Racial composition of staff and student body groups

In the years since desegregation took place the student population of the Baltimore city schools has increased from 143,682 to 170,222, an increase of 18.5 percent in a period of 7 years. In 1953 there were a total of 154 school units in operation. Only one, the Baltimore Polytechnic Institute, was integrated. In 1961 there are 193 school units being operated. Forty-nine percent, or 93 of the 193, are integrated organizations.

The total net roll of 170,222 pupils is presently made up of 51.4 percent Negro and 48.6 percent white. The disparity is greatest at the elementary school level, with 56 percent Negro and 44 percent white. At the secondary level 58 percent of the net roll is made up of white students; 42 percent is Negro. The dropout rate at the secondary level is higher among Negro pupils than among white pupils. (See table B.)

Six thousand and eighty-one educational employees staff the public school program. Fifty-seven and seven-tenths percent of the total group is white, with 42.3 percent being Negro. Thirty-eight percent of all of the schools are staffed with all-white faculties; 35 percent of the schools have all-Negro faculties. Twenty-seven percent of the schools have members of both races teaching side by side in integrated situations. In 1954 only four building faculties were integrated. (See table C.)

GENERAL CONCLUSIONS

We feel that the integration of our schools has been accomplished most satisfactorily. The free-choice policy in selecting a school for attendance purposes has contributed to the success of the integration effort in Baltimore.

In general, our schools reflect the neighborhood population pattern very largely, for we note that the enrollment of Negroes in what was previously an all-white school occurs only as the population of the neighborhood reveals a corresponding change.

The free-choice policy has demonstrated that the schools are not being used as instruments to compel or to force social reform. Fundamentally, it recognizes the parent's right to obtain for his child what he considers to be the best educational opportunity that the Baltimore public schools can offer.

The policy enables a minority group to attend schools that are compatible with their social and cultural interests but it does not force pupils into schools where the racial pattern would be one in which the pupil himself would not feel comfortable.

TABLE A.—*Baltimore public school facts on districted schools*

Educational level	Total organizations	Districted organizations	Number of school and net roll by race for Oct. 31, 1960, for each districted organization				Date school was last districted
			School	White	Negro	Total	
Elementary	143	32	18	284	391	675	1958
			27	711	333	1,044	1958
			50	306	361	667	1954
			60	2	1,205	1,207	1958
			61	168	560	728	1954
			74	13	1,235	1,248	1954
			88	574	241	815	1957
			100	----------	1,117	1,117	1954
			113	----------	692	692	1954
			129	----------	374	374	1954
			132	----------	992	992	1958
			137	2	899	901	1960
			138	----------	1,123	1,123	1957
			141	----------	1,642	1,642	1956
			142	----------	1,482	1,482	1954
			144	----------	986	986	1957
			145	----------	1,876	1,876	1954
			148	----------	1,143	1,143	1954
			149	18	1,333	1,351	1958
			150	----------	324	324	1958
			157	----------	360	360	1960
			208	717	----------	717	1958
			210	508	----------	508	1959
			221	395	13	408	1953
			229	636	----------	636	1959
			233	527	----------	527	1954
			239	757	----------	757	1954
			241	1,006	----------	1,006	1954
			242	1,072	----------	1,072	1953
			244	411	----------	411	1954
			245	1,188	----------	1,188	1953
			248	1,098	----------	1,098	1959
Total	----------	----------	----------	10,393	18,682	29,075	
Junior high	[1] 38	5	41	2,220	1	2,221	1957
			46	1,799	196	1,995	1957
			91	1,910	1,029	2,039	1958
			222	2,439	43	2,482	1957
			233	1,116	58	1,174	1959
Total	----------	----------	----------	9,484	1,327	10,811	
Senior high	[1] 13	None	----------	----------	----------	----------	
Grand total	193	37	----------	19,877	20,009	39,886	

[1] The total number of secondary-vocational organizations is *one* more than 50 shown on Net Roll as #133 is counted here both as junior and senior high.

TABLE B.—*Summary of net roll by race, October 31, 1960*

Level	Pupils in integrated organizations	Integrated organizations	Pupils in 1-race organizations	1-race organizations	Total Pupils	Total organizations
Elementary:						
White	22,581		23,103		45,684	
Negro	27,184		33,121		60,305	
Total	49,765	63	56,224	80	105,989	143
Secondary-vocational:						
White	33,482		3,422		36,904	
Negro	12,022		15,307		27,329	
Total	45,504	30	18,729	20	64,233	50
Total:						
White	56,063		26,525		82,588	
Negro	39,206		48,428		87,634	
Grand total	95,269	93	74,953	100	170,222	193

TABLE C.—*Summary of faculty by race, September 30, 1960*

Level	Faculty members on integrated faculties	Integrated faculties	Faculty members on 1-race faculties	1-race faculties	Total faculty members	Total faculties
Elementary:						
White	323		1,472		1,795	
Negro	244		1,308		1,552	
Total	567	20	2,780	123	3,347	143
Secondary-vocational:						
White	1,537		288		1,825	
Negro	667		446		1,113	
Total	2,204	30	734	20	2,938	50
Total:						
White	1,860		1,760		3,620	
Negro	911		1,754		2,665	
Grand total	2,771	50	3,514	143	6,285	193

Commissioner HESBURGH. Ladies and gentlemen, can we reconvene, please?

Mr. Bernhard, will you please introduce the next speaker?

Mr. BERNHARD. The next participant is Mrs. Donald Ross Green, one of the founders and organizers of HOPE, Inc. in Atlanta, Ga., which stands for Help Our Public Education.

I would like to present Mrs. Green.

STATEMENT OF MARY REESE GREEN, MEMBER OF EXECUTIVE COMMITTEE OF HOPE, INC., ATLANTA, GA.

Mrs. Green. HOPE—Help Our Public Education—Inc., a nonprofit organization of volunteers whose purpose is to preserve free public education in Georgia, was chartered in December of 1958. A desegregation suit had been filed in Atlanta, and it appeared likely that all public schools in the State might eventually close because of the conflict between the State and Federal laws.

During the fall of 1958, formal and informal groups were meeting in the Atlanta metropolitan area to discuss this situation. Columns and editorials appeared in the newspapers saying something must be done to change Georgia laws; manifestos were published by ministers, university professors, and physicians calling for continued public education, and a few scattered PTA's had programs about the crisis. However, it was still true that in most places and for most people the problem was not even considered a polite topic of conversation. In retrospect, some people consider that the major contribution of HOPE was the extent to which it helped change this situation during its first year of operation.

In November of 1958 two women started a telephone chain inviting people to a public meeting, and over 500 parents came and heard a local legislator speak for open public schools. It soon became apparent that a formal organization was needed to coordinate and spearhead open school activities.

First, an attempt was made to get prominent Atlanta citizens to head such an organization. That failed, but a group of 18 parents went ahead. HOPE, Inc., was granted a State charter in December 1958. Its policy has been to work for the continuance of free public education in Georgia. HOPE does not discuss segregation or desegregation.

Less than 3 months after being granted its charter, HOPE held its first large public meeting at a local theater. This meeting established HOPE as the rallying point for open-school advocates throughout Georgia.

Following this rally, a series of informative teas were held in over 100 homes in Atlanta. These were covered on the society pages of local papers, thus reaching many readers that might otherwise have been missed.

HOPE held its next public meeting in November of 1959, at which members of the Little Rock School Board and Chamber of Commerce were the speakers. This was followed by another large public meeting at which the representatives, Atlanta representatives, in the State legislature were the speakers. By this time all four of these

men were speaking openly for open public schools, whereas the year before only one of them had been willing to take this stand.

Almost from its beginning, HOPE was in touch with open-school groups in Virginia and Arkansas. Their experiences and help prevented many mistakes and made HOPE's job much easier. Within Georgia other organizations who were interested in preserving public education now had one group to work with which could coordinate open-school activities.

HOPE's work has been carried on primarily by committees of volunteers. There are three significant aspects of the organization that differ from similar groups that had formed or were to form in other Southern States: (1) HOPE has, from its inception, been a statewide organization. At least two counties were represented at the organizational meeting. Within 5 months there were active HOPE groups in four metropolitan areas outside Atlanta, and within a year there were open-school groups in almost all major areas of Georgia. (2) HOPE does not have members. There are supporters who may or may not contribute financially, but there have never been dues. (3) The State office, which has operated continuously since 1958, has had at least one paid staff person at all times.

The money for the operation of HOPE's office and the many mailings and materials necessary to carry out its program have come from individual donations.

Since the initial news story appeared concerning the chartering of an open schools' group in Georgia, there have been individual statements, general announcements, or background stories on the school crisis released to the papers and wire services by HOPE every week.

As often as every other month for more than 2 years, materials have been mailed by HOPE to its supporters as well as to legislators, professional groups, GEA and PTA leaders, and business leaders all over the State. These materials have consisted of progress reports, background material, up-to-date information on the political and legal status of the school crisis, and reports on the experiences of other communities both within and without the State.

While official HOPE organizations have formed in many major cities in Georgia, there are countless other communities where open-school groups have chosen different names or even meet in an informal fashion. In some cases, groups of citizens have come to HOPE for help in organizing. In other cases, HOPE has gone to them.

The effectiveness of this early statewide activity was apparent when in January 1960, at the beginning of the legislative session, HOPE presented to the house of representatives a petition for open

schools signed, with addresses, by over 10,000 persons from 90 Georgia communities.

Repeatedly during that 6-week session, State senators and representatives found on their desks literature prepared by HOPE. There were official HOPE observers at all proceedings and many legislators were visited by volunteers.

The 1960 legislature finally decided to create a school study commission headed by banker John Sibley. The commission held open hearings in each of Georgia's 10 congressional districts during March and April of 1960. HOPE groups in each district helped stimulate interest in these hearings by stressing the importance of all views being expressed at the hearings and encouraging individuals and groups to attend them. As a footnote, it should be pointed out that there is a tendency for people who have once taken an open-school stand to assume that everyone will always remember it. It cannot be overemphasized that repeated statements must be made.

The result of the hearings was that the commission majority report, signed by 11 of the 19 members, recommended that a plan similar to the one now operating in Virginia be adopted by Georgia. Eight members of the commission still stood for segregation at all costs.

In May of 1960, following the report of the Sibley Commission, HOPE sponsored a statewide open schools conference. Representatives from 27 towns and 7 States attended the conference. The purpose was to crystallize statewide reaction to the Sibley report and to prepare for followup activities.

In the fall of 1960 the United Church Women sponsored forums on open schools and the Sibley report in four key areas of the State. HOPE participated in these.

In January 1961, just before the legislative session began, HOPE held another statewide meeting in Atlanta to lay final plans for what it terms "Operation Last Chance." Mrs. Sand was kind enough to come from New Orleans and be one of our speakers. The court had ordered desegregation to begin in September 1961 in the Atlanta schools, and late in 1960 HOPE supporters around the State were reminded that the legislative session, which would begin in January, was the last time that Georgia's massive resistance laws could be repealed. People were urged to get in touch with their legislators whenever it seemed appropriate.

The day before the legislature convened, the floor leaders of each house appeared on television and asked for public responses to their feeling that schools should remain open. The response was overwhelmingly in favor of their stand, and the newspapers kept a box score of all replies.

The Sibley report and the public support of the activities of HOPE and the other cooperating organizations finally had an effect. In the wake of the University of Georgia situation, Governor Vandiver spoke to a special evening session of the legislature. The speech was carried by all radio and television stations. The Governor conceded that Georgia's school-closing laws had become an albatross around the neck of the State. He recommended a new package of laws, which have since been passed. The massive resistance laws have been repealed and provisions have been made for pupil-placement procedures, local option, and tuition grants. Thus, the threat of statewide closing of public schools is gone and HOPE's major objective has been achieved.

The future role of HOPE is somewhat uncertain, but some problems remain.

The local option laws outline both school-closing and school-reopening procedures through referendums in districts concerned. It is possible that HOPE can assist those trying to maintain open schools in communities faced with this option.

The Atlanta School Board has been ordered to allow desegregation in the 11th and 12th grades next fall. In all probability, HOPE will have a contribution to make in the preparation of the Atlanta community for this event so that the implementation of the court order can be accepted with calmness and dignity.

Commissioner HESBURGH. Thank you very much, Mrs. Green. Dean Storey, do you have any questions?

Vice Chairman STOREY. Mrs. Green, I notice that one of the fundamental purposes of your organization is to keep the public schools open. I assume that means from elementary through public higher education. Is that correct?

Mrs. GREEN. Yes; that would be correct. All public schools.

Vice Chairman STOREY. All public schools. You mentioned the incident with reference to the University of Georgia. Did you have any special program or any special effort in that particular situation, or was it just generally what you had been carrying on?

Mrs. GREEN. It was fairly general.

Vice Chairman STOREY. Do you feel that your organization helped produce a climate that resulted in the repeal of these massive resistance laws?

Mrs. GREEN. Yes; I think I do.

Vice Chairman STOREY. Thank you.

Commissioner HESBURGH. Governor Carlton.

Commissioner CARLTON. No questions.

Commissioner HESBURGH. I have a couple of questions, Mrs. Green. One question: I understand from the Sibley Commission's

report that there is great resistance in the southwestern part of Georgia to even token integration. Are there any followers of HOPE in that particular area that might give us some hope?

Mrs. GREEN. Yes; there are HOPE supporters, and other groups on this, too, all over the State.

Commissioner HESBURGH. One other question: We have noticed in these past conferences that one of the greatest forces for some kind of reasonable solution to these problems comes from biracial committees, whether they are informally or formally set up by local government or in some cases by just free association of people who want to try to find a solution to a sticky problem that affects both of them. I was wondering if HOPE has formally or informally proceeded through these biracial committees to study this problem which affects both races.

Mrs. GREEN. No; HOPE has not.

Commissioner HESBURGH. HOPE is a completely white organization? Am I right?

Mrs. GREEN. The officers are. The supporters—there is no way of knowing. People support us from all over.

Commissioner HESBURGH. But you don't actually have groups where whites and Negroes get together and try to figure out what the best answer might be to some of these problems?

Mrs. GREEN. HOPE does not. There are many such groups in Georgia.

Commissioner HESBURGH. One last point I had, Mrs. Green: This probably doesn't affect HOPE directly. You mentioned you are helping prepare a climate for the desegregation of the 11th and 12th grades next fall. I was wondering what got Georgia or the court there started on the 11th and 12th grades when the whole experience seems to be that starting at the 1st grade makes a lot more sense, because youngsters aren't born with a prejudice. They acquire it.

Mrs. GREEN. I don't know the answer to that.

Commissioner HESBURGH. Wouldn't you think, from your experience—and I don't want to be contentious in this question, so, you can say whatever you do think—it is possible that integration at the lower grades on a free-choice basis is a simpler thing to face than integration in a high school situation, especially since it also involves the sexes as well as the races?

Mrs. GREEN. HOPE has not argued with the plan, itself, and I'd be glad to discuss this with anyone at any other time, my own feelings, but HOPE has not judged the plan as such.

Commissioner HESBURGH. Mr. Bernhard.

Mr. BERNHARD. Mrs. Green, one of the bills that was passed in the 1961 session had to do with provision for grant-in-aid for those

students who wish to withdraw from the public schools. Has HOPE taken any stand with regard to this provision or has anything happened that you are aware of as a result of the grant-in-aid program? Has it become effective now?

Mrs. GREEN. People are applying all over the place. Most of the applications so far, I believe, have come from parents whose children are already in private schools, and it's all pretty much in the air.

Mr. BERNHARD. Thank you.

Commissioner HESBURGH. Mrs. Cole.

Mrs. COLE. I have only one question, Mrs. Green, which again would be a matter of opinion. The original court order, of course, was entered in May of 1960, and the effective date of the order to desegregate is September 1961, which provided a very substantial period of time, primarily, as I understand it, to give the Georgia Legislature time to act, which it has; but, as an incidental effect, do you feel that that long timelag has been helpful to those interested in public education per se, in keeping public schools open? Has that time been beneficial?

Mrs. GREEN. I really couldn't answer that. There are people who feel that it has been and people who feel it would have been better to go ahead right away, and I trust the judgment of both arguments, people giving both arguments. I really don't know. I think we will maybe really get a better idea in September.

Mrs. COLE. Of course, it has given the opposition time to argue, too. It works both ways. It is a two-way street.

Mrs. GREEN. That's right.

Mrs. COLE. So, it is hard to judge. No further questions.

Mr. BERNHARD. Mrs. Green, I would just like to clarify one point that I raised before. Under the grand-in-aid program, is money given to establish separate schools or are they direct tuition grants to those who wish to apply to existing private schools? Do you know that?

Mrs. GREEN. I really don't know. I better just not even answer, because I don't know.

Mr. BERNHARD. All right. Fine. Thank you.

Commissioner HESBURGH. Do any of the conferees wish to ask Mrs. Green questions? Go ahead, sir.

Dr. OGLESBY. Mr. Chairman, I would like to ask a question which was asked by Mr. Bernhard, but not answered by Mrs. Green. What is the attitude of HOPE? Are they giving enthusiastic support to a properly set up and properly administered tuition grant program which will enable those people who don't want their children in integrated schools to have a real freedom of choice? What is their

attitude about that? How much backing are they giving to that movement?

Mrs. GREEN. Right now HOPE has done really nothing. I mean this is only February, and all of this has come upon us very rapidly. I——

Dr. OGLESBY. Have you any idea what you-all's attitude will be? In other words, will you get definitely back of a freedom of choice in Georgia?

Mrs. GREEN. I have no idea.

Commissioner HESBURGH. Mrs. Green, could I interject a possible answer: That your organization is really set up to do something rather than to formulate a philosophy? Is that a correct statement?

Mrs. GREEN. That is correct.

Commissioner HESBURGH. You are trying to keep the public schools——

Mrs. GREEN. Our purpose has been to keep free public education in Georgia, and we have stuck to that.

Commissioner HESBURGH. I get this impression from what little I know and what you have told us this morning, very kindly: That, really, what you are trying to do is keep the public schools open and keep them from being closed as a universal rule?

Mrs. GREEN. That's correct.

Commissioner HESBURGH. And that you probably have not formulated a whole philosophy of reaction to this or that other proposal that goes to the basic issues involved here?

Mrs. GREEN. That's right. We haven't.

Commissioner HESBURGH. Excuse me. Mr. Barrett.

Mr. BARRETT. I wanted to ask: Has there been any move——

Vice Chairman STOREY. We can't quite hear you.

Mr. BARRETT. I am sorry.

Commissioner HESBURGH. We have a microphone here.

Mr. BARRETT. No. I think I can speak up all right. Has there been any move to hold a school-closing referendum in Atlanta under the new law?

Mrs. GREEN. Not yet.

Mrs. COLE. Pardon me, Father Hesburgh. For the record, you know these new laws were only passed a very, very short time ago, toward the end of January, I believe, so that there hasn't been very much time since they came into effect.

Dr. GREEN. Could I just——

Commissioner HESBURGH. For the record, and also on that last speaker, Mr. Barrett, who I understand is Assistant to the Attorney General for Civil Rights—Isn't that right?

Mr. BARRETT. That's right. I'm second assistant to the Assistant Attorney General.

Commissioner HESBURGH. I understand. I knew I would never get that out straight. Yes, sir.

Dr. GREEN. Could I just comment on these laws——

Commissioner HESBURGH. Would you identify yourself, sir, for the record?

Dr. GREEN. I am Ross Green. That these laws are quite vague and that many members of the legislature feel that nobody really knows what they mean, how they should be administered, or what's going to happen. They've been passed, but this matter of the tuition grants and the like—these applications have been so far refused on the grounds that nobody knows how to proceed.

Commissioner HESBURGH. Thank you, Dr. Green. Does anyone else have a question to ask of Mrs. Green? If not, we will pass on to——Excuse me. Did I miss someone?

Mr. TUCKER. I wonder if that law isn't similar to the one that we passed and was held unconstitutional. The Arkansas Legislature passed a law that money could be withheld from an integrated school and given to the students, and that law was held unconstitutional by the Supreme Court. That is not the exact law?

Mrs. GREEN. No; and I would rather not discuss the legal points. I am not a lawyer. I am over my head.

Dr. OGLESBY. May I attempt to answer it, Mr. Chairman?

Commissioner HESBURGH. Surely.

Dr. OGLESBY. I am not from Georgia, but I am very close to some of the people who are doing things in Georgia about tuition grants. I think down there the plan is to adopt the Virginia tuition grant system, which is in no way tied to integration. No money is withheld from any integrated school to be given to a child. It is simply in Virginia we believe there are certain basic rights and, while there may be the right to associate, there is also the right not to associate and there is the right not to go to a public school if you don't want to; and, consequently, in Virginia we have a perfectly legal tuition grant system where the money is given to the parent to be used by that parent in the education of his children in any school he wants to, except a sectarian school.

Mr. COLLINS DENNY, JR. Mr. Chairman.

Commissioner HESBURGH. Yes, sir.

Mr. DENNY. May I make an observation in that connection?

Commissioner HESBURGH. Would you identify yourself?

Mr. DENNY. I am also from Virginia. What Mr. Oglesby has just said is a matter of most vital importance in this whole tuition

grant matter in Virginia. The tuition grants of Virginia are not tied in any respect to integration or desegregation or race. My name, sir, is Denny. I think you are looking for me on the program.

Commissioner HESBURGH. I wanted to get it for our reporter.

Mr. DENNY. Any child in Virginia, be he now or may he have been in the past attending a public or a private school, may make application for the tuition grant, whether or not the school he has been attending or proposes to attend has been a mixed school. It is immaterial. The tuition grants are open for both races, for the child to go to any kind of school he sees fit. We do not permit the tuition grants for use at sectarian schools. Other than that, there is no limitation—and, as was said by a judge of the Supreme Court of the United States back a few years ago, our law in that respect is color blind.

Commissioner HESBURGH. Thank you, Mr. Denny. Any other further questions or observations? Mrs. Cole.

Mrs. COLE. I would like to ask a question of one of these distinguished lawyers from the State of Virginia. I have the impression or recollection that there is a limitation on the private nonsectarian school in that it must have been organized after the effective date of the tuition grant law.

Mr. DENNY. You say, madam, that is your understanding of the Georgia law?

Mrs. COLE. No. Of Virginia.

Mr. DENNY. No. That is not true in Virginia. That is not true in Virginia at all. There are tuition grants being given today and used today in Virginia by children going to schools which have been established for some years.

Mrs. COLE. Thank you.

Mr. DENNY. That is the tuition grant law of Virginia.

Commissioner HESBURGH. Any further observations? May I make one observation? I think we are gradually getting to be a conference. I think at first everyone holds back a little bit, and we are around the periphery of problems without quite getting into them, and I would suggest again that the greatest profit can come from this conference to the extent that we are all very frank and open and uninhibited in our discussions, and the more of this the better. No one has to feel committed to one side or the other here. We are all trying to solve a difficult problem. So, with that, we will pass on to the next speaker. Mr. Bernhard.

Mr. BERNHARD. The next participant is Mrs. N. H. Sand, president of Save Our Schools, Inc., of New Orleans, La. Mrs. Sand.

STATEMENT OF MRS. N. H. SAND, PRESIDENT, SAVE OUR SCHOOLS, INC., NEW ORLEANS, LA.

Mrs. SAND. It seems incredible that in the middle of the 20th century a large American city should have need for an organization to save the schools, but saving the schools was exactly what a small group of New Orleanians had in mind when Save Our Schools was incorporated in April of 1960. The founders of SOS realized that other cities when faced with a Federal Court order to desegregate had closed their schools. While the members differed widely as to the wisdom and timing of the court order, they agreed that the decision was an accomplished fact and that the only realistic course was to support any reasonable plan acceptable to the courts which would keep the public schools open. For realistic people, they argued, the question was no longer segregation or desegregation, but open schools versus closed schools.

SOS is made up entirely of volunteers, and I might add that HOPE of Atlanta was very helpful to us in the beginning. The policy of Save Our Schools is outlined in the pamphlet, "Save Our Schools, Incorporated." Briefly, our purpose is to further, by all proper and legitimate means, the continuation of a statewide system of public education.

During June, July, and August of 1960, the organization carried on an intensive education campaign for open schools. The SOS publication committee prepared several publications. We had statements in the newspapers every week on the disastrous effects of closing public schools and the advantages of keeping schools open. In addition, SOS was set up to respond quickly to inaccuracies presented by the segregationists.

Just before September 8, the date the New Orleans schools were scheduled to open, the school board asked for a year's stay of the court order on the grounds that they were not prepared to implement it. They were given until November 14. As the method of desegregation, the school board adopted the pupil placement plan.

With the schools finally open in September, many New Orleanians stopped thinking about the problem. SOS turned its attention to the State. We sent letters to professional and civic leaders, to chambers of commerce and businessment and to clubwomen urging them to begin forming open school groups. We met with but little response, but it was a chance to plant the idea. In Baton Rouge we helped a small group of interested people form an open school group there. They are now active in working for open schools.

In the summer of 1960, Federal courts had declared against some laws by which the Louisiana Legislature had hoped to forestall de-

segregation ordered for September 1960. Yet Governor Jimmie H. Davis was pledged to keep the schools both open and segregated. He was understood to have a plan, but a public request from Save Our Schools elicited no information.

The Governor ended his silence by calling the legislature into special session on November 4. In 5 days of hysteria, 21 bills were passed with the aim of preserving segregation. As they were labeled "emergency legislation," they became effective immediately upon the Governor's signature.

Save Our Schools appeared at the hearings before the house committee and before the senate committee. We opposed every bill that would lead to closing even one school in the State of Louisiana. We prepared a summary and legal analysis of the bills on the spot and had copies of these in the hands of the legislators before they voted on the bills, but the legislature voted in favor of all 21 bills.

Even legal minds found it difficult to keep up with the spate of legislative activity that began with these bills and has flowed ever since or with the Federal injunctions that were used to counter some of them.

On the morning of November 14, 1960, a great many New Orleanians awoke with the same uneasy thought. It was the day set for beginning the desegregation.

The teachers were not sure whether they were working for the legislature or for their own Orleans parish school board. The city superintendent of schools had been addressed out of office by the legislature the day before, though this action had been immediately nullified by a Federal injunction. The State superintendent of education had declared this Monday a holiday for schools throughout the State—clearly in an effort to cause confusion and delay. The Orleans Parish board had voted to have school.

At each white school the legislature had placed two State troopers, though why they were there was never really made clear. Presumably the troopers were to prevent the desegregation from taking place.

In this nervous atmosphere two schools were desegregated. Three Negro girls, accompanied by U.S. marshals, entered the first grade at McDonough 19. One Negro girl, also with a marshal, enrolled in first grade at William Frantz School.

What happened after November 14 is widely familiar in this country and probably also abroad—the day of rioting by white high school students who, thwarted in their ambitions to "get the mayor" and march on Frantz, nevertheless succeeded in burning the American flag; the screaming mobs of women in front of the two schools; the heroism of Mrs. James Barrielle and Rev. Lloyd A.

Foreman in bringing their daughters to Frantz in defiance of these mobs.

After November 14 both the Governor and legislators repeatedly assured the segregationists of complete support. For three days, by way of example, the legislature ran a large ad in the Times-Picayune offering encouragement to the boycotters.

Frantz and McDonough 19 are in the same general neighborhood. Incomes are low. Our open school campaign had made little progress there, partly because we found few civic groups through which to work.

A thrill of foreboding ran through peaceable elements of the city when the news revealed that these were the schools that had been desegregated. "Those poor little girls," said a staunch segregationist mother of my own neighborhood that morning. "What will happen to them there? We could have taken one or two here in our own school."

Because SOS had been the only insistent and public voice in favor of open schools, parents turned to it when they needed help in getting children to school. Save Our Schools took direct action in the school crisis when we organized car pools to drive mothers and children back to the desegregated schools. It was the hope of the segregationists that if both schools could be completely boycotted by white parents, these schools could then be closed. If the boycotters could keep all white children out of these schools, Frantz and McDonough 19 would not really be desegregated and thus the Federal court would be defied by noncompliance.

On its first day the ferry service, organized by SOS, ran 10 white children through the mob. In 3 days the number had climbed to 23. At this point the groups sponsoring the boycott turned the campaign directly on the parents in their homes through threats, broken windows, and abusive language.

With the threats and harassment at its height, I sent the telegram to the mayor and the chief of police. I had hoped that this might produce some public statements of encouragement from official sources. It did not. It did result in stronger police measures and courtesy from the police force when we asked for protection for these families.

We had hoped that the school board would send a schoolbus around to pick up these children once the parents signified willingness to send children back to school. The schoolbus would have given encouragement to the parents and would have demonstrated that the school administration was determined not to back down. For fear of further reprisals from the State, the board voted not to send the bus.

The whole back-to-school movement in New Orleans rested solely on the ferry service, and most of the parents sent their children to Frantz because they trusted the people who were driving them.

After the ferry service had been operating for a week, threats of personal violence to children, parents, and drivers reached such a peak that the U.S. marshals were called in to take the white children to school. The marshals had volunteered their escort service from the first, but the white parents preferred to go in private cars. They said it was more natural and would cause less antagonism.

The group backing the boycott then approached employers of the parents and threatened them with loss of business. In a short time the enrollment fell to 10 pupils, where it has remained. Of these seven remaining parents, four have lost their jobs as a direct result of having children in Frantz School. This type of economic pressure has been singularly effective in frightening other parents who want to return their children to the two schools.

A Back to School Committee independent of any organization was formed to help out those families who had suffered property damage or where the father had lost his job as a direct result of having his children in a desegregated school. The Back to School Committee has worked hard to get jobs for these men, but so far has not been very successful, both because of the school situation and because of the general unemployment here.

During the Christmas holidays SOS made a concerted effort to see if white enrollment at Frantz could be increased. McDonough 19 was regarded as hopeless for the time being.

From various sources SOS compiled a list of 250 families whose children had attended Frantz and who were regarded as prospects for enrollment. We then prepared a handbill pointing out the limitations and hazards of private school plans. Soon after the handbill had been distributed to doorsteps in the neighborhoods, we sent out teams to call on parents. Whether by personal visit or by phone, we reached about 70 families.

None were quite ready to return their children, but many said they would do so if the harassments ended. Here are some quotes from parents: "I feel as if I'm living under Communist rule. If I send my boy down a street to his own school, my husband will lose his job. What has happened to our freedoms?" Another parent said: "I would be fired if I sent my children back. I've got a family to feed. I can't risk it."

Since the new year began, there has been no change at the schools. Threats to life and property seem to have diminished, but well-founded fears of job loss are keeping many parents from returning children to school.

Ever since children started returning to Frantz School, the SOS has been receiving messages of support and encouragement from groups and individuals throughout the country. Because SOS thinks that some action from the Federal executive will be necessary to break the stalemate, we asked these groups to convey their views to congressmen and to the White House. SOS also corresponded with Dr. Cornelius Cotter of the Civil Rights Commission. We found very heartening President Kennedy's recent statement concerning the New Orleans schools.

More clearly than other cities, New Orleans exemplifies the consequences of halfhearted, timid measures.

Now another chapter is being written in Louisiana. The legislature on February 15 held its fifth special session since November 4, 1960. The SOS testified against these bills presented at the hearings. The legislature passed a local option law, but did not repeal any segregation laws presently on the books in Louisiana, nor did the State change anything in the policy of operating public schools.

The net result is that the local option law allows us to vote to close our schools, and that is all we can do. The legislature clearly stated that was all it was ever meant to do.

The legislature also passed two laws in reference to interference in the operation of public schools according to State laws and policy. "Interference" is defined as "encouragement or influence of parents to send children to schools operating in violation of State laws and policy."

This law is applicable both to people encouraging parents to send their children back and to the parents who do send their children back to desegregated schools—or it isn't stated that way. It's stated "schools operating in violation of State laws and policy."

Clearly these two laws were meant to frighten the parents and to try to silence those of us who have been interested in getting children back to school. American citizens should not have to live in constant fear because they wish to send their children to public schools.

Thank you.

Commissioner HESBURGH. Thank you very much, Mrs. Sand. Dean Storey.

Vice Chairman STOREY. Mrs. Sand, you commented to a great extent on the attitude of the public and parents. What about the attitude and morale of the teachers in these two schools that have been so vitally affected?

Mrs. SAND. Well, it's rather hard to comment. I don't see how their morale can be very high, because they have been refused payment by the State on any number of hearings, and every month it

is a question of whether the teachers in these two schools will be paid or not; but, from the parents who are sending their children to Frantz School, the teachers are enthusiastic about the children that are coming back and are giving them excellent education. The parents who are sending their children are very, very pleased.

Vice Chairman STOREY. Has any one of them resigned?

Mrs. SAND. Not to my knowledge.

Vice Chairman STOREY. Thank you.

Commissioner HESBURGH. Governor Carlton.

Commissioner CARLTON. No questions.

Commissioner HESBURGH. Mrs. Sand, can you think of any action of the Federal Government which might be helpful to assure the white parents of some protection when they send their children to these schools? Well, let me put it another way: Has the U.S. marshal afforded any protection from mob violence, other than just taking the children to school?

Mrs. SAND. Oh, yes. That was really why the marshals were called in, because at the point that they were called in, rocks were being thrown at the cars the mothers were driving these children in, and this stopped completely when the U.S. marshal started taking them.

Commissioner HESBURGH. Did the local police do anything to give protection?

Mrs. SAND. Yes. Whenever I called them and asked for 24-hour protection for any of these families, their homes, the local police provided it.

Commissioner HESBURGH. Do you think you are getting enough what might be called general police protection in exercising your rights?

Mrs. SAND. Well, yes; I guess so. I think so. I think it's not just a question of police protection. I think that was taken care of, because you can't always anticipate what will happen. For instance, I don't believe the people realized that these mobs would begin to congregate in front of people's homes or that they would stand out there and call abusive language night and day, or that they would telephone people, for instance, 200 times a day.

Commissioner HESBURGH. Mr. Bernhard.

Mr. BERNHARD. What was the position that the Times-Picayune and States-Item took during the New Orleans dispute? Were they favorable? Moderate? What position did they take and what effect do you think that might have had?

Mrs. SAND. Just before September the Times-Picayune came out with an editorial policy of keeping the schools open, so that they

were on record, then, before September as being in favor of keeping the schools open.

Mr. BERNHARD. Did the SOS group work with any of the newspaper people in order to just get the information that they wished to impart over to the public?

Mrs. SAND. What was that again?

Mr. BERNHARD. Did the SOS group work with any of the news reporters or try to get their position made known to the citizens of New Orleans?

Mrs. SAND. Well, not directly. What we did was take things into the city desk and hope that they got in.

Mr. BERNHARD. Was there any other organization, other than SOS, which made an attempt to keep these schools open or supported SOS or worked with you?

Mrs. SAND. In the summer there was another group called the Committee for Public Education, and they worked during the summer for open schools.

Mr. BERNHARD. What was the initial position that the mayor of New Orleans took during the period right after the desegregation order was issued?

Mrs. SAND. His position was that law and order would be maintained.

Mr. BERNHARD. Did that have any effect? Did the mayor attempt to get any organizations, public or private, together for an informational purpose, at least for a——

Mrs. SAND. No; he has not. He has said this is not his function. In some ways the situation in Louisiana is slightly different because the mayor is not directly responsible in any way for the schools or for the operation of the schools. The schools are operated on a parish system, or county. So, because he's mayor of the city, he doesn't have any control or any voice really over the operation of the schools, and I think this was why he said this was not his function.

Mr. BERNHARD. Thank you. That is all I have.

Commissioner HESBURGH. Mrs. Cole.

Mrs. COLE. I would like to ask Mrs. Sand whether or not the harassment of the parents she mentioned was of the white parents who broke the boycott or the Negro parents whose children had entered the school, or both.

Mrs. SAND. Well, strangely enough, I think most of it was against the white parents. The whole situation in New Orleans, I have felt, has been a little different. It has been more or less white against white all along.

Mrs. COLE. Another question, Mrs. Sand, that I would like to ask is one that someone asked Mrs. Green. Is SOS exclusively a white organization?

Mrs. SAND. Yes; it is. We formed it this way because we knew it was the only way in which we could operate in Louisiana under State laws and, in order to accomplish any good, we knew it had to be this way to try to get anything done. Otherwise we couldn't have done anything.

Mrs. COLE. Yes. Is there any avenue of communication between Negro leadership and white leadership in New Orleans? I do know that there is a law prohibiting biracial meetings. The exact limits of that law have never been clear to me.

Mrs. SAND. Well, I think the very fact that law exists and is brought up many times by the legislature, and so forth, and is referred to, has been a very limiting factor in communication between the races in New Orleans, which I think is one of the places where we have been in difficulty.

Mrs. COLE. Thank you. That is all, Father Hesburgh.

Commissioner HESBURGH. Mr. Isbell. Do any of the conferees have questions? Yes.

Mrs. EUGSTER. I was wondering if Mr. Barrett could tell us the possible role that the Federal Government could play in such a situation. For example, would it be the jurisdiction of the Federal Government to put an injunction on the white employers of the white parents who wish to return their children to the school which would prevent their being fired?

Commissioner HESBURGH. Mr. Barrett.

Mr. BARRETT. Well, I might say that is not an easy question. There are practical enforcement problems in that sort of a situation. In other words, compelling——

Commissioner HESBURGH. Could we please have the microphone? I wish one of our staff people would take the responsibility of moving the microphone around so we have it on every occasion.

Mr. BARRETT. One basic problem as far as legal action by the Federal Government is the question of standing to sue. Now, we are in the case in New Orleans as *amicus curiae* to prevent interference from the carrying out of the prior orders of the court and the instructions of the Federal judges generally.

Now, I think it is clear—at least in my mind—that threats directed against Negroes who are attending the desegregated school or seeking to attend it would be an obstruction to the court order, and I certainly believe we have now the standing to seek relief against private persons, as distinguished from those acting under the authority of the State, from interfering.

Now, it is a step farther perhaps with regard to white persons. The boycott that Mrs. Sand has described was directed primarily against white persons, the parents of white children. Now, regardless of what their rights are, the question in regard to Federal action would be: Well, are they being obstructed in their exercise of their rights under the court order? If not, does the action directed against them interfere with the rights of the Negroes who are attending school under the court order?

Then you get into the more fundamental question: What are the rights of the Negroes under the court order? That could be discussed for the rest of the conference, I suppose. Apart from the basic legal problems—perhaps I am taking too much time——

Commissioner HESBURGH. No. Go right ahead, Mr. Barrett.

Mr. BARRETT. Are the practical problems of an order that is practicably enforceable, that is: What type of order are you going to have? Are you going to have an order that the employer cannot sever the relationship with the employee? Well, orders of that type, or at least limited orders of that type, have been entered, for instance, in voting cases in Tennessee—at least restraining orders there; but I can't give you a clear answer. All I can suggest to you is that the answer isn't obvious, and I trust I have done that. It isn't obvious to me, and I am sure I have made it clear that I can't make it obvious to anyone else.

Commissioner HESBURGH. Mrs. Sand.

Mrs. SAND. I would like to add to what he has said by saying it would be very difficult, I think, to do anything in this case because the reasons that the employers have given for either terminating employment or asking for resignations have been quite different. For instance, in the case of one parent who was working at odd hours so that he could continue his studies, had been doing so with this company for 3 years, and had a working arrangement, and he went to work under these arrangements, immediately he was told that his hours were going to be changed and he would have to report at just the times when he would have classes. Well, he discussed this, and so forth; but this is what is done there—the fact is that he resigned because he couldn't come to work at these times; but behind this is the fact that his children are going to the desegregated school, because he had been warned by his immediate superior that this would happen, but when it actually happened on the record will be that he resigned because he couldn't meet the hours.

This was repeated in every case—that the employer has always found some other means to get the person fired or to get him to re-

sign; and I don't see how you can, you know, follow up on something like that. It makes it very difficult.

I think the only thing that has to be done is that the public sentiment and the feeling and the attitude on the part of the people have to be to resent this and not allow it to happen.

Commissioner HESBURGH. Are there any other questions?

Mr. TUCKER. Mr. Chairman.

Commissioner HESBURGH. Mr. Tucker.

Mr. TUCKER. What has been the public position of the business community in New Orleans, Mrs. Sand, the chamber of commerce?

Mrs. SAND. The chamber of commerce has not taken any position at all on open schools. The junior chamber of commerce during the summer did come out in favor of open schools. There were a hundred businessmen who signed an ad just before Christmas, and this was the first expression from any of the business community.

Now, as far as the loss of job, this was not mentioned.

We who are working with these parents did not mention this. We've kept this quiet because we felt this might frighten other parents, and also you can't say against the business community, "Look what you're doing," and then go and ask them for a job for these parents. So, there was no expression on this because there was no need to be, because it was kept quiet.

Mr. TUCKER. What do business people tell you privately? What is their private opinion on the economic effects of the school? I have read about the Mardi Gras, that the hotel reservations were down, and that sort of thing.

Mrs. SAND. Well, mostly they don't say anything.

Commissioner HESBURGH. Mrs. Sand, is there any—Excuse me. Did you have a question?

Mr. DENNY. Go ahead.

Commissioner HESBURGH. Mr. Denny. Go ahead.

Mr. Denny. Mrs. Sand, may I inquire whether your organization is endeavoring to help make any provision for the education of those children whose parents are not willing to send them to an integrated school?

Mrs. SAND. No. That is not at all the function of Save Our Schools. Save Our Schools is organized to keep the public schools open.

Mr. DENNY. Not for general educational purposes, but simply to save the public schools?

Mrs. SAND. Save the public education system.

Commissioner HESBURGH. Mr. Bernhard.

Mr. BERNHARD. Mrs. Sand, during part of your discussion initially you alluded to certain kinds of reprisal and harassment that

have been put on some of the parents who want to send their children to McDonough or Frantz. I am wondering whether or not there has been any type of reprisal or any type of harassment against any members of your organization, SOS.

Mrs. SAND. Well, mostly through the use of the telephone, the harassment would continue all night long, and, for instance, my telephone rings about 200 times a day with threats, any number of kinds of threats. They started out threatening my life, and then threatening my husband's life, and then going on and threatening my children, each one in turn, and this has been repeated.

Some of them are rather funny. One woman was called all night long at intervals of about a half an hour and was told, in a very spooky voice, that her coffin was ready for her. This went on, and this is the sort of thing, harassment, that has gone on; but as far as jobs—this hasn't reached any of the members of SOS who have been working actively.

Commissioner HESBURGH. Do you have another question?

Dr. ASHBY. I wanted to ask Mrs. Sand if this kind of harassment is continuing at a level pace or increasing or softening somewhat.

Mrs. SAND. It's decreasing very definitely, and I feel this part of the campaign is over with. It increases a little bit. People come out with statements in the paper, and it falls off a little; but I think it is pretty much over with.

Commissioner HESBURGH. Yes. Go ahead, sir.

Mr. HANBURY. Mrs. Sand, how long have you been a resident of New Orleans?

Mrs. SAND. I get this question all the time. I've lived in New Orleans for 14 years, and I have four children, and all four children were born in New Orleans and are citizens in the State of Louisiana.

Commissioner HESBURGH. Are there other further questions? I would like to ask a question. Do you feel you are getting enough support for what you are trying to do from other voluntary agencies? Mr. Tucker mentioned the business community. What about the church community and other groups that are pretty much public service groups of the city? Do you get much support from these other groups?

Mrs. SAND. The clergymen have been very helpful. Individual clergymen have been very, very brave and very—as a matter of fact, when it was a question of going up to testify against bills, we could always find clergymen who would be willing to go up and testify. Church groups have come out, but as far as—sometimes large groups have not come out because of various boards and things, but I think the clergy have worked pretty hard.

Commissioner HESBURGH. Do you feel within the community there is much realization that nationally this has taken on the importance of an international scandal?

Mrs. SAND. No. I don't really think that people generally realize the scope of what has been happening and that it has these implications and ramifications internationally. I think they sort of close their eyes to this. This is, I think, one of the things we have tried to shake them up a little bit about, but——

Commissioner HESBURGH. I think those of us who travel overseas a great deal used to hear Little Rock all the time. Now we begin to hear New Orleans. Little Rock is kind of slipping behind. [Laughter.]

Are there any further questions of Mrs. Sand?

If not, Mrs. Sand, thank you very much. We appreciate your coming.

EXAMPLES OF LITERATURE DISTRIBUTED BY SOS, INC.

Submitted by Mrs. N. H. Sand, president, Save Our Schools, Inc., New Orleans, La.

To the Public School Parents of New Orleans:

SOME FACTS ABOUT PRIVATE SCHOOL PLANS

As the school crisis drags on, citizens of New Orleans are hearing more and more often that an easy way out of their troubles would be to switch to a system of private cooperative schools. The people who are advocating such a change make it sound easy—as if private cooperative schools could use the same building, supplies, and teachers which the public schools now use. This is not true!

Experience in Virginia and other Southern States has shown that the Federal courts will not consider the schools private if they are supported or controlled in any way by State action. This means that—

The State cannot rent school property to private groups.

The State cannot sell school property on credit or for a price less than its real value. (An average cost for a New Orleans elementary school is $500,000.)

The State cannot pay the teachers or even protect them with pension, or tenure plans.

The State cannot give the private schools desks, chairs, cafeterias, libraries, athletic supplies, or any other equipment.

The State cannot provide schoolbuses.

The State cannot provide special services such as classes for the handicapped, teachers for housebound students, visiting teachers, teacher recruitment, or guidance and counseling.

The State cannot even insist that the private schools remain segregated. A school is not really private if it is controlled by the State in this way.

The State cannot give tuition grants only to pupils in the newly formed cooperatives. Children who have always gone to private schools will be collecting the grants, too. And of course the grants would have to be given to children of all races.

The benefit to the child tuition grant will be legal only if the public schools are also operating.

Here are some questions that haven't been answered by those advocating the overthrow of Louisiana's public school system:

Who will be responsible for school policies in your private cooperative school?

How can you be sure that the armed services, employers, or out-of-State colleges will accept diplomas from your private cooperative?

Who will provide the cash to buy your building for your private cooperative school? Will the banks be willing to loan the money?

If you need further information, write to Save Our Schools.

SAVE OUR SCHOOLS, INC.,
New Orleans, La., November 3, 1960.

As president of Save Our Schools, a New Orleans organization which has made a thorough study of the school dilemma in Louisiana, I am writing to remind you of certain facts relative to the present school crisis.

If the legislature votes to close one New Orleans school, total closure of all publicly supported State schools will soon follow. This was established in the Norfolk, Va., case of James versus Almond, when the Federal court held, in its decision, that "No one public school or grade may be closed to avoid the effect of the law of the land as interpreted by the Supreme Court while the State permits other public schools or grades to remain open at the expense of the taxpayer."

If the legislature transforms our public school system into a so-called "private" system, the Federal court will find, as the Supreme Court found in the Little Rock case of Cooper versus Aaron, that "State support of segregated schools through any arrangement, management, funds, or property, cannot be squared with the (14th) amendment's command."

If the legislature acts to close the schools of New Orleans under an assertion of police power, the Federal court will find, as it did in the Little Rock case of Aaron versus McKinley, that "No lawless violence or threat, fear or anticipation of such violence, resulting from hostility * * * can justify any State, under the guise of the exercise of its police power, in depriving citizens, either temporarily or permanently, of rights guaranteed them by the Constitution of the United States."

If the legislature acts to address the members of the School Board of Orleans Parish, or of any other Louisiana parish, out of office, it will be setting a dangerous precedent. These men are elected officials; they were elected because their constituents wished them to hold their posts. Such an act would surely become, in the future, a two-edged sword, capable of injuring those who used it first.

If the legislature reenacts, with slightly different wording, a package of bills similar to those which were found to be unconstitutional by a special three-judge court in August of this year, the new acts would certainly be found unconstitutional, just as the previous ones were.

Let me say, further, that you, as a legislator of Louisiana, are solemnly committed, by oath, to support the Constitution of the United States. No State legislator or executive or judicial officer can war against the Constitution without violating his undertaking to support it. Chief Justice John Marshall made this clear when he said, "If the legislators of the several States may, at will, annul the judgments of the courts of the United States, and destroy the rights acquired under those judgments, the Constitution itself becomes a solemn mockery." The citizens of Louisiana are looking to you and your fellow legislators to preserve that Constitution which we all hold dear, and to save our great State from becoming a shame and an embarrassment to the country we all love so much. If our schools close, we shall have given our enemies abroad an item of propaganda which they will exploit to the fullest. We don't want Louisiana to embark on a course of futility which can serve no purpose except as aid and comfort to the Iron Curtain countries.

Yours sincerely,

MARY E. SAND.

Now we will have our final participant for this morning.

Mr. BERNHARD. The next participant is Dr. Donald Ross Green, assistant professor of teacher education, Emory University, Atlanta, Ga., and his general topic will be private schools as a substitute for public schools. Dr. Green.

STATEMENT OF DONALD ROSS GREEN, ASSISTANT PROFESSOR, TEACHER EDUCATION, EMORY UNIVERSITY, ATLANTA, GA.

Dr. GREEN. The general thesis of this report is that private schools cannot substitute adequately for public school systems. The continued existence of public schools available to all is a necessity. Private schools have an important role to play in the educational system of the country, and for the most part they have played it well to date; but this role in no way can be said to include functions which would indicate any real possibility that the replacement of public schools with private schools would adequately meet the needs of the country, State, or locality.

Now, I would like to begin by reading from a statement made by a headmaster of a private school, Allan Heely, the headmaster of Lawrenceville School, which is a very well-known private school in New Jersey, concerning the nature of and the function of private schools in American public education. These are quotes taken from a chapter he wrote in a book called "Public Education in America," edited by Bereday and Volpicelli. Heely says:

> The private school cannot do anything for everybody, which, if it be its limitation, is also its opportunity.
>
> As an instrument for the education of the carefully selected superior student, the private school is already committed to ends and has at its disposal means which may be adapted to that purpose above all others.

He lists a number of advantages that the private school has.

> These advantages do not automatically become realities, of course, merely because such schools are private. If they did, every private school would be a good school, a phenomenon which no sensible person ever expects to contemplate.
>
> There are private schools, and far too many, which prostitute their opportunities in the priesthood of a god of expediency whose idols are full enrollment, a balanced budget and a gratifying social reputation. By the same token, there are public schools whose facilities for the education of the exceptionally able are unsurpassed.
>
> But it has always been true and always must and should be true that the private school is for the few rather than the many. It must be true by reason of financial limitations. It should be so because its service to the country stipulates a high degree of selectivity.
>
> Anyone who really knows the best of the private schools would be bound to admit that the work they do is first class, whether or not he approved of them in theory; but, nationally speaking, it is true beyond question that there are many more second- and third-rate private schools than there are first-class ones, and this fact colors public appraisal of them.

And I think it should properly so color appraisal of any proposal to replace public with private schools.

In short, what I am trying to make clear is: I am not saying anything against private schools as such; only propositions to abandon public education and turn to private education as a substitute for public school systems.

Now, much of what I have to say from here on in is spelled out in much greater detail in a pamphlet called "If the Schools Are Closed," written a couple of years ago along with Warren Gashe, who was then at Emory also, and in the report I submitted to the Commission I have taken portions of that pamphlet; but even this report is too long. So, I'll just summarize some of the points I consider most important.

First, with respect to the matter that Heely referred to as financial cost: Now, I don't want to get into an elaborate discussion of this. You can argue about this all day long. The fact of the matter is that private schools in existence, on the average, now cost more per pupil per year than public schools now in existence on the average—and I would stress those averages. I know that there are some private schools that cost less than some public schools, but on the average, the difference is so tremendous that it would be difficult to argue that private schools typically in any way approach public schools as an economic way to approach the education of all of the children of the country.

The kinds of advantages that public schools have financially stem, in part, from the fact that they are systems. Most of the private schools around the country are not systems as such, but a school here and a school there.

Now, I suppose it would be theoretically possible to set up private school systems which could, by such organization, reduce its costs quite substantially. I suspect on any large scale—if, for example, there was a proposal—and there have been such proposals—to close all the schools in an entire State, there might be some such private school systems here and there around the State; but, by and large, there would be a tremendous number of brandnew private schools, each trying to go it alone, and their cost would be tremendous, but actually they probably wouldn't have much money to spend and, so, the quality of the education they offered would drop instead.

I might note that to make a system work so that it is efficient economically and economical to operate, you have to have a certain amount of agreement and cooperation. We have found it necessary in every State of the Union to pass laws requiring the various localities to cooperate in this way. I somehow or other doubt that on a voluntary basis this kind of cooperation would be very widespread.

Now, I would note also there should be a difference between the idea of closing all the schools in the State and closing the schools in some particular school system in some locality. Some of the difficulties, financial difficulties, that might arise from closing all the schools in the State would not be anywhere near so severe if only a few scat-

tered local systems were closed. The smaller the system that closes, the greater the possibility that a private school system, shall we say, can replace the public system without any marked visible increase in cost. The cost will be there, of course, to the locality. Loss of Federal aid, for example. In this day and age this is becoming a very substantial matter.

I'd like to spend a little more time, however, talking about another matter that I think is more important than the matter of how much these schools would cost, and this is the matter of the quality of the schools.

Many people, for a long time, maintained that private schools are, somehow or another natural by the very reason of being private perhaps—I'm not quite sure why—of better quality than the public schools. I quoted you some statements by a headmaster of a private school who says this isn't true, and what available objective evidence there is dealing with this matter also suggests that it is not true.

In the report turned into the Commission, I cited one study done at Princeton, for example, showing that the graduates of public schools, matched in intelligence with those of private schools, performed in a better fashion, got higher grades in their freshman year and in their sophomore year at Princeton than did the graduates of the private schools. This is not an isolated phenomenon. There are a number of studies which show this to be true. For example, a rather extensive study done in Minnesota about 30 years ago—maybe you think this is a long time ago—found substantially the some sort of thing. This particular study happens to be one of the most extensive that had been made comparing public and private schools.

I might note that in direct measures of the achievement of students in public and private secondary schools, this study reports that the private independent schools did much better than the public schools, but if you allowed for factors of attitude and intelligence one could not find any substantial advantage. Furthermore, as far as sectarian private schools are concerned, the public schools were doing a better job in spite of a disadvantage in measures of intelligence.

As far as college performance in this study is concerned, again the private school students did not do as well as the public school students in spite of an advantage in scholastic aptitude.

There was one study which showed no difference in achievement at Mount Holyoke College in 1929.

There was a study at the University of Chicago back in 1933 showing that the private school students did not do as well as the public

school students, a study done at Harvard published in 1948, and I might quote just briefly from this author—his name is Seltzer:

> It appears that the superior academic performance of the freshman from public schools over the freshman from private schools is not unique for the classes of 1943 and 1944, but has existed at Harvard for many years and undoubtedly in other similar institutions as well.

There is a series of two studies done more recently at Randolph-Macon Woman's College by Audrey Shuey, both of these studies showing that with respect to academic achievement the graduates from the public schools did better than those from the private schools. In this case the students were matched in age, intelligence, academic load, and area and section of the country and size of home-town from which they came.

There are available other studies also. I know, for example, where I went to school, at Yale, they also have obtained similar results. In short, the burden of proof that private schools are better seems to lie in the hands of private school people.

Now, I would not claim that these data demonstrate in any way that the public schools are, in any sense, universally superior to private schools. I attended private schools myself. I don't believe it, but I do think to argue we would get any better education in private schools is pretty unjustified in the face of this evidence.

There's one final point I would like to make, and this is the matter that I suspect is really the most important: If any particular school system were to close its doors and you were to turn to private schools, I suspect the very worst feature of such a move would be the fact that we would no longer have a system of education which was responsive to the needs of the community.

Now, initially, to do this successfully, one would have to have the cooperation of a large number of people in the community, and initially I suspect the schools would be very similar to the previously existing public schools. However, it takes a great deal of time and effort to run schools; it takes a lot of interest, and in due course I suspect there would be a slackening of public interest in the private schools, particularly because these people no longer have—the community at large no longer has—any real substantial voice in the operation of the schools. Any group that gets control, in effect, of the financial resources of the private schools has substantially control of that school, and if they are private schools the patrons are simply in a tough position. Of course, you can always say they can take their kids out of school and go somewhere else, but if there is any large-scale closing of public schools, even just throughout one community, where else you go may be a very difficult question to answer.

I think this is a very serious thing, then, to set up a system of schools which will no longer or can no longer be made completely responsive to the needs of the community. Oh, it will be responsive to the needs of certain portions of the community, but not to the whole community.

Commissioner HESBURGH. Thank you very much, Dr. Green. Do you have a question?

Vice Chairman STOREY. Dr. Green, is it not a fact that in some of the States of our Union there are requirements by law that both public and private secondary schools maintain certain minimum standards in order to grant diplomas?

Dr. GREEN. Yes; I believe this is correct, although I am not up on all the State laws. I would like to comment that many of the standards I'm not sure are entirely, directly important. The essentials of the quality of education I'm not sure can be controlled by insuring that you have proper toilet facilities and the like, as much as I think it is desirable to have these things.

Vice Chairman STOREY. I realize we could argue about the effects, but since we are a factfinding body, I was just trying to get certain facts in the record—and that's the reason for asking the question. I might add, by way of personal privilege, I have been connected officially with both public school systems and universities and private, and that leads me to the next question: Don't you believe it is a good thing for our country to have a balanced system of public and privately supported educational institutions? I am saying as a whole, from the low to the high.

Dr. GREEN. I believe very strongly that this is true. I believe furthermore that the South, which has fewer private schools than any other region of the country, could profit from some expansion of its private school facilities as long as these are not meant to replace public schools. The competition provided the public schools I think is very helpful to the public schools.

I might add that I think private schools to the extent they have been good—and many of them are good—are in part good because of the competition from the public schools. If they weren't any good, they wouldn't exist.

Vice Chairman STOREY. One other point from a factual background: It is true, is it not, that many constitutions of our several States have compulsory requirements for publicly supported educational institutions?

Dr. GREEN. Yes; but I gather there are at least some States in the South in which there is some question of whether or not—this is true of Georgia in particular—at least there have been statements

by some State officials that there is no requirement that Georgia maintain public schools.

Vice Chairman STOREY. I wasn't talking about any particular section. I was talking about the country as a whole. Thank you, Dr. Green.

Commissioner HESBURGH. Governor Carlton. Just as a matter of fact, I went to school in New York State where we do have certain requirements for the granting of diplomas. While I was in private school I know all of my examinations were prepared by the State, and they checked them, even though I was in a parochial school there. Do you have any questions, Mr. Bernhard?

Mr. BERNHARD. I am just curious about one facet, really, of your discussion, and you didn't go into it, and I would like to know more about it. Have you given any consideration to the special type of educational facilities that the States now provide? I have been thinking particularly of such things as mental health, crippled children, the deaf school, the schools of commerce, vocational training, teacher education. Do you put these special types of programs in the same situation or same category as general elementary and secondary public education?

Dr. GREEN. They are very important elements in a State system of education, and in the pamphlet which I referred to initially I pointed out I cannot quite see what would happen if any State were to abandon public education about these matters. It would be exceedingly difficult. For example, I, personally, would be particularly concerned about the various groups requiring special education, the various handicapped groups, to say nothing of the various groups with respect to mental ability, but particularly among your handicapped groups you frequently need highly specialized personnel to deal with them. Furthermore, they are scattered. You don't find many in any one school district. There are large numbers in toto. However, if you add up the proportions or percentages of various groups that are generally suggested as needing special education, you come up with some overall figure, on the average—and it would differ from community to community, but on the average—perhaps of about 15 percent of the total school population. This is a very substantial number of individuals, and yet there are only a scattered few of any given one type.

Mr. BERNHARD. I gather from what you were saying, then, you would put these in a special category, and you think this might be more difficult, both quantitatively and qualitatively, to set up generally than the general elementary and secondary system.

Dr. GREEN. I think in the States that have not done publicly much about these groups very little has been done privately about these groups, which is an indication of the difficulty you would encounter.

Commissioner HESBURGH. Mrs. Cole.

Mrs. COLE. I think I will pass in favor of the educators. We have a lot of educators here that know more about these things than I do.

Commissioner HESBURGH. The same with you, Mr. Isbell?

Mr. ISBELL. Yes.

Commissioner HESBURGH. I think here is a very key question we are going to be engaged in most of the afternoon. I trust Dr. Green will be with us, because what he has opened up here is central to practically all of our discussion this afternoon. I was requested specifically last night by our staff to make sure that on the occasion of Dr. Green's presentation, I should make sure that Dr. Pullen and Mr. Gasque had something to say because they were very knowledgeable in this field. Would you like to say something, Dr. Pullen?

Dr. PULLEN. I was getting ready to take lunch.

Commissioner HESBURGH. I should add Dr. Pullen is the State superintendent of education in Maryland.

Dr. PULLEN. Well, I had the privilege of reading the complete report, and I think it's one of the most excellent analyses of public and private education I have ever read. I agree with you firmly that there must be and should be two systems of education, but I think, with all due respect to your excellent presentation, you left out some very salient points from your own report, of course, and that is you do not—it is a difference between a system and a disorganized arrangement of schools, and that where you have a system you have certain features that are highly important, such as overall supervision, overall objectives, overall—I don't like to use the word "control," but overall direction, and then you did come back and touch upon certain special features; but you made reference in your report—and I commend this to everybody because, in all sincerity, I think it is excellent—you speak here of library programs, of vocational education, of visiting teachers, of the inservice teacher-education programs, of the State testing programs, of the federally supported counselor-training programs, limited to public school teachers, of the specially trained science supervisors, of the bright children's projects, and many more.

What he has said, in essence, as I see it in this report, philosophically and practically, too—I think it is a very telling commentary—is that it is a difference between a system and a group of schools

that, with the best intentions in the world, may not be able to give children the kind of education they want.

I think you also mentioned another fact—and I don't think I am dragging this in, Doctor: That there is the possibility that the kind of education set up separately may become the education of a certain segment of the population, and that segment of the population may become so minded as to lose some of its concern for the education of all children.

I'm not even thinking about race now. I'm thinking about education in the total. Philosophically, and practically, too, that is the most serious point I see in your whole report; and, frankly, believing and having given 40 years and, incidentally, having been reared in the cradle of the Republic, right here in this community, and going to college here, my chief concern is that education must be made available to everybody and that there should be very little difference in the quality or in the kind of education given all individuals.

Public education—and I say this with all due respect to nonpublic education—in its broadest sense is a *sine qua non* of democracy. Therefore, whatever we give must be meted out in proper measure to all. I say this not in any sense of pleading, but as one who has devoted his life to public education. I am concerned.

Commissioner HESBURGH. Thank you very much, Dr. Pullen. I think that is a very fine statement, and I would, personally, be very surprised if there is any strong difference of opinion in the room as regards that statement. Would someone like to challenge that statement? I would be curious. Is anyone here even willing to challenge it—the statement that a strong system of public education is essential to a democracy, that it represents one of our great achievements in this particular democracy? Mr. Denny.

Mr. DENNY. I would not like silence to be deemed to be consent.

I don't think this hearing is a proper occasion to debate that matter——

Commissioner HESBURGH. No.

Mr. DENNY. But, Mr. Chairman, I can't keep silent and have it inferred that I would agree that any particular system of education is essential to democracy. I think education is, sir, but I put no adjectives in front of "education."

Dr. PULLEN. I will agree with that.

Mr. DENNY. I beg your pardon, sir.

Dr. PULLEN. I will agree with that.

Mr. DENNY. The Chairman, I understood, said a system of public education is essential to democracy.

Dr. PULLEN. I say that, but my ideas of the essentiality of education is quite comprehensive. It includes the others as well. In other words, I am not going to just disagree with another method per se.

Commissioner HESBURGH. Perhaps the finis of the statement on my part was not as good as what you originally said. My understanding of his original statement—and that's why I used the word "public"—is that it's difficult to visualize any other system or organization of education that is equally open to all segments of a population, on an equal basis, according to such standard—and that is, I think, the point you were making, if I was interpreting you correctly, Dr. Pullen.

Dr. PARKLLAN. May I comment?

Mr. DENNY. I very gladly agree as to the system, sir, but a democracy must make education, in one way or another, available——

Commissioner HESBURGH. That's right.

Mr. DENNY. For its children.

Commissioner HESBURGH. Right.

Mr. DENNY. I may not have caught the full significance of the statement that the gentleman made. You will notice I have lived too many years and have to use one of these hearing aids and I miss some words, and my reply was to the statement made by the Chairman.

Commissioner HESBURGH. That's right. Well, thank you very much, Mr. Denny—and, as I said earlier, let's have this all in the open, because the more discussion we get about the matter the more consensus we're liable to arrive at eventually. Yes, sir.

Dr. PARKLLAN. So that there might be no misconception about minimum standards, I would like to make a point that, by and large, minimum standards are very, very minimum. In the State of Michigan, for instance, we have some standards for safety and welfare of the children, but so far as academic standards are concerned, we have two: First, that a course in American government shall be taught before a child is graduated from high school; and second, that they shall be taught the evils of alcohol and tobacco.

Mr. DENNY. Mr. Chairman, that sounds to me as if it's discrimination. A large part of this area in which we now meet is supported by tobacco. [Laughter.]

Commissioner HESBURGH. By the way, if it weren't the season of Lent, I would be demonstrating that myself.

Dr. PULLEN. Don't you think the other belongs in there, too?

Commissioner HESBURGH. Mr. Gasque, would you say something, please?

Mr. GASQUE. Yes. I shall be glad to.

Commissioner HESBURGH. Mr. Gasque, I might say, is from Warren County, Va.

Mr. GASQUE. I believe that Dr. Pullen has very ably brought out the point he is making, and Dr. Green's paper is, in my opinion, a very excellent presentation of the matter. There is this point that I think we should keep in mind: I am not sure that we are all thinking of what a private school is.

Had someone asked me prior to 1958 what a private school is and what it does, my answer would have been vastly different from what it is at the present moment. If you are speaking of private schools and the education derived therefrom in terms of the academy, that is one thing. If you are thinking in terms of providing education in private schools that, after all, are not very private, that is another matter.

In the county of Warren, with a population of approximately 14,000 people, we had a high school, one high school, with an enrollment of about 1,051. When our school was closed by executive order of Governor Almond, the people had no recourse except to turn to something that would provide education for their children. There was no way of knowing how long we would be without a public high school.

After that year—and I am skipping rapidly because I do not wish to take up too much time—I'll cover some of this later—the people in our community decided that whether or not the public high school was reopened, it was deemed essential to provide education for those children whose parents would not permit them to attend a desegregated school. The result was that we had in the beginning about a 50–50 division. There has been some slight tendency to change that division, but very slight.

Now, in this private school, so called—and I really could argue a little bit over that terminology—about half of our high school children are attending, that is, about half of the high school children who are attending any high school within Warren County, some of them going outside.

That school came about as a result of the wishes and desires and ideas of a large segment of the people in the county, and I must take issue with Dr. Green on one statement: That the interest shown by the parents of those children has been rather remarkable. We would have difficulty corralling community forces to support our former public schools, elementary or secondary, in the same degree

that those people who wish their children to attend a segregated school have supported the private school, and I believe that with the passing of time we will have to reevaluate many of our present concepts of what private schools really are.

Commissioner HESBURGH. Thank you very much, Mr. Gasque. This afternoon—excuse me. Dr. Green.

Dr. GREEN. Could I just reply to that, very briefly, and say that what I was referring to in the matter of interest was under circumstances, and I think it will take a number of years before what I have to say might be likely to be true. I think during the first few years this would be true anywhere. What I particularly had in mind was a situation where there was no competing school system. I think where there is a competing school, private versus public, or the other way around, whichever way you would prefer it, this ought to do much to keep groups on both sides particularly interested in their schools, and I think this a very good thing for education in general.

Mr. GASQUE. That's exactly the point I wish to make in this. We are now faced with a new and different type of competition.

WRITTEN STATEMENT OF DR. DONALD ROSS GREEN, ASSISTANT PROFESSOR OF TEACHER EDUCATION AT EMORY UNIVERSITY, ATLANTA, GA.

PRIVATE SCHOOLS AS A SUBSTITUTE FOR PUBLIC SCHOOLS

The general thesis of this report is that private schools cannot substitute adequately for public school systems. The continued existence of public schools available to all is a necessity. Private schools have an important role to play in the educational system of the country, and for the most part they have played it well to date. But this role in no way can be said to include functions which would indicate any real possibility that the replacement of public schools with private schools would adequately meet the needs of the country, State, or locality.

In the defense of this thesis which follows, it is assumed that the reason for examining this question is the desire of some to avoid desegregation, and that the State cannot therefore exercise much control over the teachers, students, curriculum, facilities, and policies of these private schools. It is also assumed that no State support will be given to any sort of parochial schools. Consequently only independent schools are discussed.

Several different possible situations need to be considered. The first of these is the situation which would arise if a State were to abandon public education completely and shift to an all-private system, presumably with some sort of tuition grant system of support from State and local tax moneys. The second situation, exemplified by Prince Edward County, is one in which a single public school system is closed or perhaps several scattered systems are closed, but many or most of the public schools in the State remain open. A third situation, exemplified by Little Rock during 1958, or Norfolk for part of 1959, can arise when part of a school system is closed; e.g., the high schools. In the fourth type of situation that needs examination, the public schools remain open, but serious attempts are made to provide education in private schools for large portions of the school population.

The first of these, being the most extreme, exemplifies the difficulties most clearly and will be discussed fully.

I. *A Statewide private system*

In order to consider the probable cost of this first situation, it is necessary to decide what kind of an education is to be financed. Obviously the higher

the quality, the greater the variety, and the more nearly this education is to be available to all children, the greater the cost. Taking Georgia as an example, the educational program of that State will serve as the standard to be achieved by the proposed private schools. It will be assumed that anything less is unacceptable.

As a first indication of what one might expect such private schools to cost, the costs of established private schools may be examined. The table below gives such data and comparable figures for Georgia public schools. Several facts not in the table should be pointed out.

1. There are frequently hidden costs for those sending children to private schools, such as special assessments and donation requests—to say nothing of loyalty fund, alumni fund, annual giving, and similar donations which the graduate of any private institution rightfully feels is necessary.

2. In most of these private schools there are fewer pupils per teacher than in the public schools. This might appear to explain the higher costs, but it does not. The percentage of per-pupil costs attributable to teachers' salaries is generally lower in the private schools than in the public schools. Thus while higher teacher-pupil ratios would reduce costs, raising these ratios to that of the public schools would reduce the private-public cost difference by less than one-third, at best. Private schools tend to pay about the same salaries as the public schools.

3. The independent schools serve mostly an upper middle-class population Because of home backgrounds, parental attitudes, and interest in education, it takes much less effort and skill on the part of schools and teachers to provide these children with an adequate education than is the case in the more heterogeneous public schools. If all children were to go to private schools, they would become as heterogeneous; the private high schools in particular would no longer be able to serve only those headed for college, as is largely the case today.

4. Finally, the fact that the figures in the table are averages should be considered. Some private schools cost more, some less. The same is true of the public schools. Perhaps more important than averages is the consensus among private school principals that $450 per pupil per year is the minimum necessary for adequate education.

It is immediately apparent from the table that private schools currently operating generally cost substantially more than public schools. Some of the reasons for the lower costs in the public schools are:

1. Large-scale statewide purchasing of materials (books, supplies, equipment, etc.).

2. Greater use of Federal surplus goods and foods.

3. Greater use and lower per-pupil costs of highly trained specialists at the State and county (or city) levels in administration and supervision. Similarly, in the relatively few areas in which private schools attempt to provide special services—testing, counseling, remedial training, training for handicapped groups, and so on—their costs are higher because of the much higher per-pupil ratio.

4. Food costs are lower, partly because of Federal surplus programs.

5. Transportation is cheaper, partly because pupils are concentrated in one area, whereas private-school pupils are scattered hither and yon.

Most of these points are obvious. What is perhaps less apparent is the probability that an all-private "system" would cost even more than current private schools, assuming still that the private schools attempted to accomplish what the public schools now do. A few of the more important reasons are:

1. The loss of Federal aid (e.g., vocational education, school construction, libraries).

2. Greater costs for plant and equipment. Just where will the private school buildings come from? In some cases church facilities may be used, but many of these are unsuitable and more expensive to operate than buildings designed for full-time school use. In other cases public school buildings may be purchased. Where will this money come from? A small, private group may have difficulty in borrowing money and certainly will pay more for it than do public agencies.

Many of the newest, safest, most efficient school buildings in Georgia are owned by the State school building authority. In the opinion of some authorities, the agency's statute and its contractual agreements would prohibit sale

of these buildings. In other cases reversion clauses would complicate the sales.

3. State support of parochial schools, while ardently desired by some, is not likely with open public schools. The development of schools by many churches might change this picture, thus adding the cost of education of those children now enrolled in such schools.

4. For a private school to duplicate the many fine services now offered to public school children by the State and local school systems would be tremendously expensive.

Consider, for instance, programs and services for atypical children. It is estimated that more than 130,000 Georgia schoolchildren need special education of some sort. Unfortunately, the kinds of programs needed are not the same for all of these. Partially sighted children need different special services than do the emotionally disturbed, the mentally retarded, the crippled and the deaf. Thus in any one school there are only a scattered handful of such children who can be taken care of by a specialist in that particular field. No single school can hope to provide appropriate training for these children except at great expense.

Other special services now offered to Georgia children which would probably fall by the wayside because of expense are: the library program, vocational education, visiting teachers, the inservice teacher-education program, the State testing program, the federally supported counselor-training program (limited to public school teachers), the specially trained science supervisors, the bright-children project, and many more. And this is only a sample of the many fine services offered by Georgia.

This list ignores the probably tremendous waste of money due to mismanagement and misappropriation of funds, and says nothing about the money which will leave the State and that which will be spent for other purposes. There will be no supervision or control of how this money is spent.

It seems likely, then, that if educational opportunities comparable to those now available are to be offered by a tuition-grant system, the present per-pupil costs will be increased and probably more than doubled (in Georgia, more than half the State budget is already allocated to education).

Although the legal and financial problems raised by the private-school proposal appear overwhelming, it is possible, albeit improbable, they would be licked. The problems briefly outlined below are, in my opinion, more serious. Even if, say, $500 per pupil per year were spent, it seems unlikely that the education offered by an all-private set of schools would meet the somewhat less than ideal standards our public schools now maintain.

It is commonly believed that private schools are superior to public schools, perhaps because they do cost more and because children sent to them have, on the average, superior abilities and are from superior backgrounds. There is little objective evidence on this question, but what there is points the other way.

For example, J. Davis and N. Fredericksen in 1955 published a study of Princeton undergraduates in which the college grades of graduates of private schools were compared with those of graduates of public schools. The two groups were equal in ability, according to test scores, but the college grades of the public school group were clearly better than those earned by the private-school group. Studies at other universities have obtained similar results.

Nevertheless, there are many excellent private schools in this country. They are excellent or at least satisfactory in most instances because they have to be to meet the competition of the public schools. The quality of the public schools is maintained by law and public supervision.

As an example, public school teachers must be certified by the State; private-school teachers do not need to be certified. A certified teacher is not necessarily outstanding and an uncertified teacher may be excellent, but the latter may also be both ignorant and completely inept, whereas the certified teacher at least has a college degree and has had some training for the job.

In an all-private system many untrained and unqualified teachers will be hired because such individuals can be had more cheaply and because many of these schools will not know what they are doing. With teachers leaving for States where there are open public schools and where salaries are already higher, the process of obtaining qualified teachers will become even more difficult than it is now.

A related problem is the variety of programs offered, an important aspect of quality of schooling. Private schools typically offer a single program suited to the needs of some children. As long as they enroll only such children, they can make a valuable contribution. If private schools are to serve all children, they must broaden their programs substantially, an expensive undertaking.

Raney High School in Little Rock is an example of what will probably happen in many cases. The largest of the five high schools set up there after the public schools were closed—and since closed itself because of lack of funds—Raney High offered no foreign languages, no general mathematics, no music, no art, and no vocational courses other than typing and shorthand.

Another difficulty concerns the question of where responsibility regarding school policies will lie. The opportunities for individuals and small groups to impose their ideas on the children of others will increase. The protection now provided by State law will be lost.

It is not pleasant to contemplate the manner in which various groups will try to get these private schools to indoctrinate children with their own particular brands of religious, political, social, and economic beliefs. In contrast to the present situation, parents will have no recourse if school policies are objectionable or harmful. Schools will be crowded, hard to find, harder to get into, and the good ones will be very expensive. In most cases parents will have to take what they can get, and like it.

With a private-school "system," education will cease to be a matter of public concern. Well-educated, well-to-do parents will see to it that their own children get a good education. Other parents will send their children to inadequate schools, in some cases because that will be all they can afford and in other cases because they will be unable to tell a good school from a poor one.

Finally, a substantial number of parents will not send their children at all. Perhaps some years later when the effects of having large masses of half-educated and uneducated adults become apparent, the fight to reestablish public education can begin.

II. *Town or countywide private systems*

In general, the difficulties and dangers indicated in the previous section may be expected to apply to this situation as well; in some particular instances they may be less severe. It should be noted first that the size of the community may be very important. In small communities a united effort by the citizenry at large is much more likely. Consequently a greater degree of coordination and planning can be expected than in large urban communities. Thus in some cases a private system may become a reality.

Furthermore, on the average, the residents of small communities have not had and do not expect as high a quality of education in their schools as is generally found in large urban centers. It should be noted also that in localities in which the general level of education is not high, losses in the quality of education being offered are less likely to be detected or considered important.

Hence in a small community, if a single private system is established, large portions of the community may be well satisfied with the substitute for public schools. Nevertheless a deterioration in quality may be expected. It is such communities that profit most from the various State and Federal programs from which they will now be excluded. The services of highly trained professional personnel formerly shared with other communities will not be available in many cases. To purchase such services on a part-time basis would cost more than their share of the cost to the State. As time passes it may become difficult to maintain the high level of cooperation that such a private system needs to be even partially satisfactory. It seems probable that keeping expenditures to a minimum would become the dominant factor in all policy decisions. One might well predict that in a short time the State grants would be almost the sole source of income. Coupled with the probable lack of State supervision, a low standard of education could then be expected.

In large communities the situation being considered would probably be more serious. It seems highly unlikely that any comprehensive coordination and planning for education facilities and programs could be expected to occur voluntarily. A rather haphazard hodgepodge of schools, not a system, would probably develop. Consequently practically all the drawbacks described in section I would probably apply. Quite aside from problems of either cost or educational standards, it is difficult to see how any large urban community

could get along without some central education authority responsive to the needs of the whole community. Local regulation of schools to the point where their private status was in doubt would probably become a necessity after a few years.

Finally, school systems adjoining a closed system might find it necessary to take defensive measures. A large influx of pupils from the closed area could be anticipated, creating overcrowded conditions for which the tuition grants could not compensate. No school system can afford to ignore the possible death of its neighbor.

III. *Public elementary and private secondary systems*

The closing of high schools in Little Rock and in Norfolk occurred as reactions to specific situations not as part of any plan. However, it has been suggested that the presumed effects of desegregation could be diminished by substituting private schools for public schools at the secondary level only. Since it is doubtful that such a plan would satisfy anyone for very long little need be said.

As already noted none of the private high schools set up in the two cities mentioned above was very successful. Their experience suggests that large numbers of students would simply drop out of school that much sooner; the quality of education offered would deteriorate and the cost per pupil would increase. The existence of public elementary schools would diminish the severity of some of the problems but would not eliminate any of them (including desegregation).

IV. *The development of private schools with continuing public systems*

Approximately 15 percent of the total enrollment in all elementary and secondary schools in the United States is served by private schools. In Alabama, Florida, Georgia, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, and West Virginia, the percentage in private schools is less than 3 percent. Among the States which have had segregation laws, only Louisiana, Maryland, and Missouri have more children in private schools than is typical nationally. Since about 96 percent of all private school enrollees are to be found in sectarian (principally Catholic) private schools, the number of nonsectarian private school to be found in the South is negligible.

From these facts it follows that the residents of most Southern States face a tremendous task if they wish to build a set of private nonsectarian schools parallel to the public school systems. Good private schools are not only expensive but take time to develop. In short it is doubtful that any move to expand the number of private schools will be able to eliminate the distress of more than a handful of those opposed to desegregation.

In Atlanta, for example, at least three different groups have made serious attempts to start private school systems to avoid desegregation. All three have been unsuccessful so far, even though substantial sums of money were raised.

To be sure, a system of unrestricted tuition grants would make the task of such people much easier. But as the figures in table I show, only in rare instances could these grants be expected to cover more than half of the costs of a private school.

It should be noted also that a tuition grant system in this situation would cost all taxpayers more, not just those with children in private schools. In large part the grants would be added costs; they would not reduce the costs of public schools proportionately. For example, if 10 percent of the students now in the schools of some system were to transfer to private schools, it is hard to see how the budget of that system could be reduced by the same amount. Presumably these transfers would come from scattered areas and grade levels. Thus central office costs would not change at all, and only an elaborate and expensive reorganization of the system could eliminate any schools or classrooms, and more than a few teachers.

If, in spite of all these difficulties, the number of private school students in some area were to become really large, say more than 25 percent of total enrollment, some additional undesirable consequences may well ensue. On the average, it will be the parents with initiative, energy, money, and the better educational backgrounds who may be expected to send their children to private schools. In such circumstances, then, the leaders of the community will tend

to focus their attention on the private, not the public, schools. Without the interest of such people, efforts to improve the public schools are not likely to be successful. In the long run, the whole community is the loser.

SUMMARY

To close public schools is not defensible. A set of private schools in lieu of public education would be expensive financially and almost disastrous educationally. No State or community can afford the price. Assuming public schools remain open, there are areas in the South that might profit if additional private schools were to be established; however, care should be taken that this growth in private education does not occur at the expense of public education.

TABLE I.—*Per-pupil costs of public and private schools*

Expense	Type of schools	Average per pupil cost for 1 year	Costs not included
Total	8 private schools in Atlanta area, 1958–59	$625	Books, transportation, and food for 3 of these schools.
	17 other private schools in 4 Southeastern States, 1957–58.	475	Books, transportation, food, laboratory fees, etc., for at least 10 of these schools.
	Georgia public schools, 1958–59	265	Value of surplus Government food and supplies, about $10 million.
	DeKalb County, Ga., public schools, 1957–58.	214	Capital outlay, bond account, bulding funds, lunch room account, and funds accounted at local school.
	Decatur, Ga., public schools, 1957–58	244	
	Atlanta public schools, 1957–58	277	
	Fulton County, Ga., public schools, 1957–58.	328	
	U.S. public schools, 1956–57	360	Unknown.
Transportation	4 private schools in Atlanta area, 1958–59	125	
	Georgia public schools, 1958–59	33	
	DeKalb County, Ga., public schools, 1957–58.	18	
	Fulton County, Ga., public schools, 1957–58.	34	
Food	5 private schools in Atlanta area, 1958–59	100	
	Georgia public schools, 1958–59	60	Value of surplus food. Does include $15 cost to State and $45 cost direct to pupil.

Commissioner HESBURGH. Ladies and gentlemen, if I might call this to a somewhat abrupt close for the morning, I would much rather close on a point of interest than a point of dullness. So, let us remember we are going to reconvene at 2 o'clock in the same room this afternoon.

We will have a very interesting program this afternoon. We intend to hear from four counties in Virginia—Prince Edward, Roanoke, Warren, and also Norfolk, Va.—as well as from Oak Park, Mich.

We will continue in a general sort of way the subject matter opened up by Dr. Green this morning, for which we are most grateful. We are adjourned.

CONFERENCE

BEFORE THE

UNITED STATES
COMMISSION ON CIVIL RIGHTS

Third Annual Conference

on

Problems of Schools in Transition
From the Educator's Viewpoint

WILLIAMSBURG, VA.

February 25, 1961, Afternoon Sessio

COMMISSION ON CIVIL RIGHTS

SATURDAY AFTERNOON SESSION, FEBRUARY 25, 1961

Commissioner HESBURGH. Ladies and gentlemen, might we begin our afternoon session? I will ask Mr. Bernhard to introduce the first speaker of the afternoon.

Mr. BERNHARD. The first participant of the afternoon is Mr. E. W. Ruston, superintendent of the schools of Roanoke, Va. Mr. Ruston.

Dr. GREEN. His seat is right here. He doesn't seem to be here.

Mr. LAMBERTH. He is here. He had lunch with us.

Mr. BERNHARD. Is Mr. Ruston here?

Mr. LAMBERTH. He is in town. He had lunch here. He just came in about lunchtime.

Mr. BERNHARD. Then we will proceed to the next participant and go back to Mr. Ruston. The next group of participants represent the Prince Edward County, Va., Board of Education, and the chairman of the board of education is Dr. W. E. Smith. Another participant will be Rev. L. Francis Griffin, president, Prince Edward Christian Association. I understand he is not here. And third, Mr. B. Blanton Hanbury, president of the Prince Edward School Foundation. If Dr. Smith would like to introduce any other members of the board of education or the legal counsel, we will be glad to hear from them. Dr. Smith.

STATEMENT OF W. EDWARD SMITH, CHAIRMAN, BOARD OF EDUCATION, PRINCE EDWARD COUNTY, VA., FARMVILLE, VA.

Dr. SMITH. I am very happy to be here. I am very happy to have as counsel for the Prince Edward School Board, Mr. Collins Denny, with me. If you have any legal questions, I will ask him or he will answer for the school board certain legal phases about which he understands a great deal better than I do. No situation can be considered apart from its background. The present plan of education of the children of Prince Edward County is an outgrowth of events of former years. At great cost to the taxpayers of the county—and the overwhelming percent of the taxes is paid by the white people—the segregated schools had been equalized. Not only

had they been equalized, but since the more recently built high school was built for the Negroes, they had the better school. The sentiment amid the white citizens of the county was and is solidly against integrated schools. The white citizens of the county believe that if the true sentiment of the Negroes could be obtained, it likewise is opposed to integration. They base this not only upon what they hear but also upon the fact that many of the parents of Negro children who were plaintiffs in the school case made an affidavit or written statement that they were simply seeking equalization of facilities and were not seeking integrated schools.

From the beginning, the white people of the county made it clear that they did not propose to permit their children to attend integrated schools.

Judge Sterling Hutcheson of the U.S. District Court for the Eastern District of Virginia, before whom the Prince Edward case was largely tried, knew Prince Edward County intimately. He is a southside Virginian. His knowledge of conditions was firsthand. It was not gleaned from hearsay. In an opinion handed down on January 23, 1957, he said, in part:

> Tentative and substantial plans have been made for continuation by private means of education of white children of the county.

And he continued:

> Laying aside for the moment the probability of the schools being closed, in the present state of unrest and racial tension in the county it would be unwise to attempt to force a change of the system until the entire situation can be considered and adjustments gradually brought about. This must be accomplished by the reasonable, clear-thinking people of both races in that locality. This objective cannot be achieved quickly. It does not require the opinion of a psychologist to understand that disaffection, uneasiness, and uncertainty of the adult world around them creates emotional problems for children concerned. A certain disruption of reasonably amicable racial relations which have been laboriously built up over a period of more than 3¼ centuries would be deplorable. At any reasonable cost, it must be avoided.

Familiar as he was with the local conditions and desiring, for the good of all children, to prevent a break in the education of any child, Judge Hutcheson refused to rush the matter. He was reversed. Perhaps the decision of the Supreme Court of the United States required that reversal. That is not now a matter for discussion on this occasion. Certain it is, however, and looked at from the point of view of many of the children of Prince Edward County, particularly the Negro children, the reversal was deplorable.

The white citizenry of Prince Edward County was determined upon two things: They would not permit their children to attend an integrated school and, despite the tension built up by the Supreme Court decision, by the NAACP and other such influences from outside the county, they would not permit the long history of peace

and quiet which had existed in Prince Edward County to be marred by any incident of violence.

When it became evident that the courts were going to rush the matter of integration in Prince Edward County and would give no heed to local conditions, the people of Prince Edward County did not wait for an order directing integration. As a matter of fact, the order directing integration was not entered until April 1960.

In the years following the Supreme Court's opinion, the people of Prince Edward County had come to realize that the important point to be considered was the education of the children and not the particular means or medium by which that education shall be brought about. They had come to realize that a particular system of public schools was not essential to the education of the children. Indeed, many of the people in the county, as is true of many of the people elsewhere, had become greatly disturbed by many of the innovations and procedures being followed in public schools which did not appear to be directed toward the education of the child, but which certainly, as followed in some areas, seemed to be directed toward the conditioning of the child for a particular way of life. Since it had become apparent that they would not be permitted to operate a system of public schools which could command their respect, support, and affection, they decided that they would drop support of public schools. Hence, for the fiscal year beginning July 1, 1959, no funds were made available. There have been no funds available since that date and therefore the Prince Edward County School Board cannot operate schools.

In orderly fashion, private schools were set up for the white children. The teachers in these schools were substantially the same as those who had taught in the public schools. The children have responded wonderfully. The emphasis has been on mental training. According to the teachers, the progress of the children has been splendid and the people of Prince Edward County are pleased with the educational progress and the development of their white children; but they are not pleased with that which is taking place amid the Negro children. When those who had apparently been directing the affairs amid the Negroes took no steps to attempt to furnish any educational advantages to the Negro, the white citizens of the county effected an organization through which they hoped to assist the Negroes to obtain educational advantages for their children through a system of private schools similar to those working so successfully for the white children. There is no question that with the cooperation of the Negroes, this can be accomplished.

It is believed in the county that if the Negro citizens of the county were not subjected to pressures from the outside, they would

set to work in cooperation with the white citizens of the county to bring this very desirable purpose about, but the pressures from the outside, particularly those of the NAACP, have so far barred the way toward the accomplishment of this purpose.

During the year 1960–61 the State pupil scholarship applications processed in the school board office of Prince Edward County have been as follows: white elementary—856 to Prince Edward School Foundation schools; white secondary—469 to Prince Edward County School Foundation schools; total scholarships for whites—1,325, all for Prince Edward County School Foundation schools and none for outside of the county; Negro situation: elementary applications processed: three—two to Lynchburg public schools; one to Richmond public schools; Negro secondary: two—one to Lynchburg public schools; one to Amherst public schools; total of five.

The school board office has made it as simple as possible to make these applications and has offered all the help that it could. The compulsory attendance laws have not been enforced in Prince Edward County for many years. During the year 1958–59 there were enrolled in the county schools 1,562 white children and 1,780 Negro children. I have no further information on school attendance.

To sum up, it may be said that the people of Prince Edward, having no confidence either in the conditions that might be maintained in the integrated school or in the educational advantages that might be given in such a school, are not willing to support such a school. No people in the country are more interested in education than the people of Prince Edward. They have gone to great sacrifices to arrange educational advantages under conditions that they consider decent and proper. They have established those advantages for the white children and are well pleased with them. They are distressed because of outside pressures the Negro citizens of Prince Edward County so far have not been willing to assist in the establishment of schools for the Negro children.

Commissioner HESBURGH. Thank you very much. Dr. Smith.

There are two gentlemen who have arrived who are not listed on the program, I believe, but would like to participate, and I have no objection since I think this meeting should be as open as possible. One is Mr. Edwin Yourman, Office of the General Counsel, Department of Health, Education, and Welfare of Washington, D.C. The other is Mr. Oliver Hill, chairman of Virginia State Conference, NAACP, Legal Redress Committee.

If these gentlemen are in the room and wish to participate, as I have been informed, they are perfectly welcome to do so.

Dean Storey, do you have any questions?

Vice Chairman STOREY. Not at this time. Thank you.

Commissioner HESBURGH. Governor Carlton. I would like to pass at this time myself. Mr. Bernhard.

Mr. BERNHARD. Dr. Smith, from your testimony we gather that there is no formal schooling for the 1,700 Negro children in your county, and I gather some 300 white children are not in school. What I am wondering about is: Have there been any community problems that have arisen that seem to stem from having over half of the county's youth out of school the year around? Have there been any unusual incidents or what has the county done?

Dr. SMITH. I am very happy to say there have been no incidents arise. I believe you said there were 300 children, white children, out of school. I do not have those figures. I have the figures the last year there were public schools, and that's all I have, and that's all I have in reference to the Negro schools.

Mr. BERNHARD. Let me ask you one or two other questions. Since the closing of your schools in June of 1959, what have been the duties and the responsibilities of the school board?

Dr. SMITH. I'll turn that over to Mr. Denny, if I may.

Mr. DENNY. The duties and responsibilities of the school board, sir, are set solely by State statute. Their duty and responsibility, first of all, is to elect a division superintendent of public instruction, which they have done. Next is to prepare a budget for the operation of public schools for all children of school age in the county and present it to the board of supervisors for such action as the board of supervisors sees fit. That the school board has done. Next is to protect school property. That the school board has done. Next is to operate public schools with funds made available. There have been no funds made available. Therefore, no schools have been operated.

It must be understood that under the system in Virginia—and, incidentally, I noticed that the staff study which was in this envelope furnished us—the person making that staff study confused the function of the board of supervisors in Virginia and the school board in Virginia. Under the system in Virginia, the school board of a county has no funds save those which may be appropriated to it by the board of supervisors. There is no connection between the two bodies. The board of supervisors is publicly elected. The school board, in practically all counties of Virginia, is elected by what we know as the school trustee electoral board, which is appointed by the judge of the circuit court, a provision under our law now for generations designed to keep the school board out of politics.

So, the duties of the Prince Edward School Board today are exactly the duties of any other county school board. The Prince

Edward School Board is performing those duties to the full extent it is able under the situation as it exists.

Mr. BERNHARD. May I ask one further question either of Dr. Smith or of you, sir, and that is: I notice from Dr. Smith's statement he spoke about the fact that the compulsory laws, attendance laws, have not been enforced in the State for a number of years, and since the State compulsory law was repealed in April of 1959 and your schools have been closed since June of 1959, I presume that Dr. Smith was referring to something prior to that latter date.

Mr. DENNY. No. I can answer that question, sir. I think perhaps the expression "many years" may not have been too accurate. You are mistaken when you say compulsory education in Virginia was repealed in 1959. It was repealed, as I recall it, in 1956, I think. I believe that was done by the legislature of 1956.

Up until that repeal we had compulsory education laws which applied over the State, and what the Doctor refers to is the repeal, I think, in 1956 of compulsory education, compulsory attendance at school.

Mr. BERNHARD. There is just one further question and then I'll be still for a minute.

I noticed in Dr. Smith's statement also he commented upon the fact that when those who had apparently been directing the affairs of Prince Edward County among the Negro group took no steps to attempt to furnish any educational advantage to the Negro, the white citizens of the county effected an organization by which they hoped to assist the Negroes to get the educational advantages. What type of organization was proposed by the white citizens of Prince Edward County?

Mr. DENNY. Not only proposed, but organized, a corporation similar to that which is operating the white schools, the white private schools, organized for the express purpose of operating Negro schools, and, of course, it could not operate unless it had the cooperation of the Negroes.

The white people of Prince Edward County are prepared and if given any assistance from the Negroes will proceed to operate, help the Negroes operate, for the Negro children a system of schools in every respect equal to that being operated for the white children.

Mr. BERNHARD. How is it planned to finance the Negro schools?

Mr. DENNY. I beg your pardon, sir.

Mr. BERNHARD. What were the plans to finance the Negro schools?

Mr. DENNY. Exactly the same way we financed the white schools, sir. In 1959 the white schools were financed by private contributions. The people of Prince Edward County in 1959—and I am not now speaking as attorney for the Prince Edward School Board, but

I am simply speaking as a Virginia attorney on facts that I happen to know—in 1959 the people of Prince Edward did not accept tuition grants because under the legislation at that time tuition grants were perhaps tied to the racial question.

When tuition grants were freed from any possible inference of race and were made available to any child in Virginia who cared to avail himself of them, then the people of Prince Edward County did avail themselves of tuition grants. Now, a few of the Negroes are availing themselves of tuition grants and attending school elsewhere.

The white citizens of Prince Edward County, if private funds need to be raised to finance the private school for the Negro children, will raise these just as the white citizens have raised it to finance the schools for the white children.

Mr. BERNHARD. So, I gather it was anticipated that the Negro community would be expected to voluntarily raise the money to support the private schools?

Mr. DENNY. Voluntarily what, sir?

Mr. BERNHARD. Voluntarily raise the money to support the private schools in Prince Edward County for the Negro children.

Mr. DENNY. Sir, there is a great misconception concerning the attitude not only in Virginia but elsewhere in the South, as though we are interested only in the education of white children. We are not. Many of us have given many hours of our time to the education of Negro children. We are deeply interested in it. We are not interested in integrated education for children of young age. We are ready to do everything for the Negro child that we do for our own child. If private funds are needed to be raised to support those schools, we will raise the funds. If they can be supported through the method of tuition grants, as I believe they can be, that can be used. But the lack of Negro education in Prince Edward County is not due, sir, to any action of the white people. It is due to an unwillingness, so far, of the Negroes to accept a helping hand to have schools established for them.

Now, that ought to be crystal clear, and there can be no doubt of that fact.

Mr. BERNHARD. Thank you. That's all I have.

Mrs. COLE. No questions, Father Hesburgh.

Commissioner HESBURGH. Mr. Isbell.

Mr. ISBELL. I don't believe so, Father.

Commissioner HESBURGH. Anyone else in the group here? Yes, Mr. Reeves.

Mr. REEVES. I would like to ask this question of Dr. Smith.

Mr. DENNY. May I step down closer where I can hear it, sir?

Mr. REEVES. I think if we can get the microphone——

Mr. DENNY. All right.

Commissioner HESBURGH. Mr. Denny, if you don't hear adequately, just let us know.

Mr. DENNY. I won't hesitate to say so, sir.

Commissioner HESBURGH. All right.

Mr. REEVES. I would like to address this question to Dr. Smith as the president or chairman of the school board: Conceding for purposes of discussion that there is a difference between the public schools for which the school board has responsibility and the private schools which are the responsibility of the Prince Edward School Foundation, you mentioned or you suggested that the Negro residents of Prince Edward County were not cooperating in attempting to provide or have provided for them education. My question is: Do you concede that the Negro residents or children in Prince Edward County may have a preference for public as against private education; and, if they do, what has the school board, in its public responsibility, done actively to afford them a public school education?

Mr. DENNY. I'll take that question for the Doctor. The School Board of Prince Edward County, sir, has done everything that the School Board of Prince Edward County is permitted by law to do. It has filed its budgetary request with the board of supervisors. The School Board of Prince Edward County, if it has funds to operate schools, would operate public schools. It has a mandate of the Federal Court to do so, and we have not come in Virginia to the time where we have become violators of law, whether we think it's good law or not.

Mr. REEVES. As attorney for the school board——

Mr. DENNY. Now, the school board——

Mr. REEVES. I am sorry.

Mr. DENNY. Let me say this: A great many people seem to labor under the misapprehension that a county school board in Virginia has certain funds automatically that come to it on which it can draw. Anyone who knows the beginning of the Virginia school system knows that that is not the case.

There has been no complaint at any time that I am aware of made in the Federal litigation, even the inference of a charge, that there has been anything done by the School Board of Prince Edward County that violates in any respect Federal decree or that has held back from the point of view of the school board an effort to operate public schools.

Mr. REEVES. As attorney for the school board, Mr. Denny, have you given consideration to the possibility of the school board, having the public school responsibility, joining in the litigation which is presently pending seeking to have or to force the board of supervisors to provide funds for the operation of the public schools?

Mr. DENNY. Now, sir, I must say, you must permit me to make answers of that kind in court as to what may be the future actions of the School Board of Prince Edward County. That question is one that I reserve to answer from the bar of the Federal court.

Mr. REEVES. Very well.

Commissioner HESBURGH. Is there any more discussion on this point or other points? Yes, Dr. Green.

Dr. GREEN. I have a couple of questions I would just like to get answered. I have been very curious about some things in Prince Edward County, and I'm not sure I quite understand all of these points, and I'm asking for clarification. As I understand it, before the public schools were closed, the tax rate in the county was about $3.60 and then when the schools were closed a proportionate drop was made in the tax to help people pay the cost of private education. Now, when the scholarships were made available, the community has to pay a portion of this cost, a hundred dollars; is that correct?

Dr. SMITH. Yes.

Dr. GREEN. A hundred dollars per pupil?

Dr. SMITH. Yes.

Dr. GREEN. And, accompanying this, the tax rate was raised again, this time back to $4. Are these facts correct?

Dr. SMITH. They're just about correct.

Dr. GREEN. Now, I'm not sure how it operates, but I would like to know what would happen to the tax rate, if anything, and if you could explain to me why nothing would happen, if that's the case, if all the Negro children utilized their opportunity to take these grants.

Mr. DENNY. I will take that question, sir, because that becomes a legal question. The Board of Supervisors of Prince Edward County is authorized by law to levy such tax rate as it thinks is required to maintain county services, and the board of supervisors would levy such tax rate as it thought proper. Dr. Smith can't answer that question. That would be a matter for the board of supervisors, which is a publicly elected governmental body.

Dr. GREEN. That doesn't quite get at what I am trying to find out. What I am trying to find out is: Would it be necessary to

raise additional funds? Would it be necessary if all the Negro children got these grants, if they took——

Mr. DENNY. If all the Negro children do what, sir?

Dr. GREEN. Took these grants. Would it be necessary for the county, for the board of supervisors, to raise the tax rate further?

Mr. DENNY. No. The grants are there for the Negro children if they want to avail themselves of them.

Dr. GREEN. I am not quite clear where this extra money that is not being spent now would come from.

Mr. DENNY. The money is available, sir. These grants come from two sources: State and locality. Under State law, if a locality doesn't put up its part of it, why, the State could withhold from the locality, from other funds that go to the locality, the amount necessary to supply a local portion, up to a certain figure.

Dr. GREEN. Now, does this mean that——

Mr. DENNY. This means, in summary, sir, this: That there is today available, per pupil, white or black, exactly the same number of dollars for tuition grant in Prince Edward County.

Dr. GREEN. And the funds for the Negroes are just sitting there available?

Mr. DENNY. Are waiting and can be utilized tomorrow.

Dr. GREEN. That is what I wanted to know. Thank you.

Mrs. SAND. I would like to ask a question. This local money that comes from these tuition grants—is that out of tax money?

Mr. DENNY. Certainly, madam. A system has been set up by which any child of Prince Edward County desiring to attend a private school that is nonsectarian may obtain a tuition grant to go to an integrated school, if he prefers, to go to a segregated school, if he prefers, or what not. In other words, the county is in the business of assisting in education by making available to the children sums with which to pay tuition at a school of their choice. That's all it is.

There, again, this misconception, Mr. Chairman, that seems to prevail over the country, that these tuition grants are available only for white children is perfectly ridiculous. They are not. Any Negro child can obtain the tuition grant with the same ease that any white child can.

Commissioner HESBURGH. I believe we had the figures, didn't we, earlier, on how many white children have these grants and how many Negro children have these grants.

Mr. DENNY. I beg your pardon, sir.

Commissioner HESBURGH. Do we have the figures in the state-

ment—I believe we do—on how many white children have these grants and how many Negro children have these grants?

Mr. DENNY. Yes, sir. Those figures that were read by Dr. Smith are in his statement.

Commissioner HESBURGH. There were five Negroes, I believe.

Mr. DENNY. Five Negroes in Prince Edward have asked for grants.

Commissioner HESBURGH. And how many whites?

Mr. DENNY. 1,325 white children.

Commissioner HESBURGH. Any further questions? Yes. Excuse me. Any further questions on this point? Yes. Go right ahead, sir.

Dr. DANIEL SCHREIBER. May a child attend a school outside of the State?

Mr. DENNY. In my opinion, yes, sir.

Dr. SCHREIBER. On a tuition grant?

Mr. DENNY. In most counties, that is true. The ordinance in Prince Edward County says the local tuition grant is available to a child to attend a school in that county. I don't think I would be contradicted when I said that under our State law if a child in Prince Edward County makes application for a grant, shall we say, to attend the Guild Country School in Chesterfield County and if the Prince Edward authorities did not make it available to him he could go to the State board of education and the portion of the county grant would be made available and deducted from funds otherwise remitted by the State to the county. I don't think there's any question of that.

Dr. SCHREIBER. Could he attend a school in the State of Maryland?

Mr. DENNY. Maryland, California, England, Africa.

Commissioner HESBURGH. I think Mr. Isbell here, and then we have two or three others.

Mr. ISBELL. Is transportation provided for the students attending the Prince Edward School Foundation?

Mr. DENNY. Might I suggest that question be directed to one of the officials of the Prince Edward School Foundation?

Mr. ISBELL. I was wondering perhaps you would know, sir, if it is, whether that is State funds or——

Mr. DENNY. It is not provided by the county school board, sir.

Mr. ISBELL. Nor by the board of supervisors?

Mr. DENNY. Now, that I don't know.

Commissioner HESBURGH. Dr. Smith, would you care to answer that?

Dr. SMITH. I do not know. I know the county has no funds to operate school buses or transportation. I know we do not operate any because we do not have the funds to operate them.

Commissioner HESBURGH. Does that satisfy you, Mr. Isbell?

Mr. ISBELL. Yes.

Commissioner HESBURGH. Mrs. Sand, I think.

Mrs. SAND. I was wondering: How much do the tuition grants amount to, per pupil?

Dr. SMITH. $200——

Mr. DENNY. $225 elementary and $250 high school, isn't it?

Mr. HANBURY. Yes.

Mr. GASQUE. May I answer that question?

Commissioner HESBURGH. Yes, if you have the answer, sir. Mr. Gasque.

Mr. GASQUE. It is a very complicated formula. The maximum that Mr. Denny is speaking of, I think, is that no funds in excess of $275 per child for high school attendance is permissible, and no funds in excess of $250 per elementary child. There are three other provisions, which I won't go into, but if a county spends $200 on the per capita education in the public schools, or for the last time the public schools operated, then that county cannot be required to put up more than its share of the difference between the amount of money offered by the State of Virginia, which is $150 per high school child and $125 per elementary child, up to the amount of tuition paid by that locality, which in that particular case for the high school child would be $50 and for the elementary child would be $75.

Commissioner HESBURGH. Thank you, Mr. Gasque.

Mr. DENNY. Mr. Chairman, I have checked with some of these gentlemen from Prince Edward here, and the grants in effect in Prince Edward are $225 to the elementary school and $250 to the high school.

Commissioner HESBURGH. Mr. Ollison.

Mr. OLLISON. I would like to ask: Is a tuition grant paid to the parents or directly to the school to which they attend?

Mr. DENNY. Paid to the parents, sir.

Mr. OLLISON. Thank you.

Commissioner HESBURGH. I believe there was another question up here. Is that correct? Yes, sir. Mr. Tucker.

Mr. TUCKER. Has any Federal court ever passed on the specific point of tuition grants, Mr. Denny?

Mr. DENNY. That's a right broad question. We've got a lot of Federal courts that have passed on a lot of things. I don't happen

—and subject to the correction of the attorney general over here—to know offhand whether any Federal court has passed on the validity of a tuition grant such as we have in Virginia.

Commissioner HESBURGH. I don't think anyone else could answer any better than that. So, I think we better——

Mr. DENNY. I beg your pardon, sir.

Commissioner HESBURGH. I don't think anyone else could answer any more adequately than that. Do you, Dean? I believe not. Yes. One more question, Dr. Green, and then I think we might get on to our next section, if we might.

Dr. GREEN. This isn't a very important question. We can pass it.

Commissioner HESBURGH. Go right ahead.

Dr. GREEN. I was just curious. In this staff study report that I found——

Mr. DENNY. You are just curious about what, sir?

Dr. GREEN. In the staff study report that the Commission prepared, it states on page 7 that 59 of the 70 white public schoolteachers were employed by the foundation. Now, what I want to know is: Does this mean that the foundation employed only 59 teachers, or did they get 11 more, or was there a drop in enrollment or what?

Mr. WALL. I think after Mr. Hanbury has presented his statement we'll answer that.

Commissioner HESBURGH. I think we had better, if that is satisfactory, wait until we have another presentation. We can go ahead with the next presentation. I think we skipped our first speaker. May we return to him?

Mr. BERNHARD. Father Hesburgh, I would like to call on Mr. Hanbury, the president of the Prince Edward School Foundation. The president of the Prince Edward School Foundation is a part of the group of participants of Prince Edward County.

Commissioner HESBURGH. Fine.

Mr. BERNHARD. Mr. Hanbury.

STATEMENT OF B. BLANTON HANBURY, PRESIDENT, PRINCE EDWARD SCHOOL FOUNDATION, FARMVILLE, VA.

Mr. HANBURY. Mr. Chairman, I have a prepared report here, which is rather factual, drawn up in answer to your questions. Before going into that, I would like to clarify one point for the record that seems to be so universally misconstrued.

The Prince Edward School Foundation was established upon the closing of the public schools in Prince Edward County. The Prince Edward School Foundation is not in controversy with the

public schools. We're not arguing with any one group or any group of peoples. We involve ourselves in no political activity, nor any litigation. We have not involved ourselves in the pros and cons of the segregation or integration issue and, most of all, I would like to say that the foundation was not formed as means to circumvent any court decisions or, as we have been otherwise accused of, to break down the public schools. We have no quarrels with any one group or people, and our function is solely to operate our schools, and as such we'd like you to receive this information.

The Prince Edward School Foundation was incorporated under the laws of the Commonwealth of Virginia on May 29, 1959, as a nonprofit educational corporation. Preliminary studies leading to the establishment of a private school had been conducted for several years prior to the incorporation of the foundation, since the people of Prince Edward County had feared that it might not be possible for the operation of public schools to be continued. When this became apparent, after the May 5, 1959, decision of the circuit court of appeals, that no public schools would be operated in the county of Prince Edward, our foundation was incorporated.

Now to the questions: At the present time, Prince Edward School Foundation has a student enrollment of 1,376 students; 475 students in the 1 upper school located in Farmville and 901 students in the 6 lower schools located in Farmville, Rice, Worsham, Greenbay, Darlington Heights, and Prospect Districts.

There are 67 teachers employed by the foundation. Twenty-seven are employed in the upper school and 40 in the lower school. In the upper school 6 of the teachers have master's degrees and the other 21 are college graduates with B.A. or B.S. degrees. In the lower grades three of the teachers have master's degrees, all are college graduates, and two who are not college graduates have long teaching experience. The 67 teachers have an average teaching experience of 18.5 years in public and private schools.

The average number of students per teacher is 23.1 for the 39 active teachers in the lower school and 19 for the 25 active teachers in the upper school. Two listed as teachers are headmaster and headmistress of the upper and lower school, and one librarian.

For the 1960–61 session the upper school offers the following courses with the units as shown thereon—and I shall not read all of these. However, there are 28 academic units and 16 practical arts units offered for full accreditation. Extracurricular activities include student cooperative association, school annual, class organizations, school paper, and cheerleader. All of the latter are conducted after school hours. Athletic games with other schools are

scheduled on Friday nights. Consequently, classroom interruptions are held to an absolute minimum.

Selected tests are given to all grades in accordance with the recommendations of the department of education.

Last year 39 students, seniors, took the college entrance examinations, and all passed. Of the 62 graduates last year, 35 are in universities and colleges in 7 States, or 60 percent now in college-level training.

I would like to inject here that every one of our graduates that applied for college last year is in college.

We expect our upper school—or this has been done—we have been fully accredited this year by the State board of education, for the second year.

During the 1959–60 session of the Prince Edward School Foundation, our first year of operation, all expenses were met by private contributions to the foundation. A tuition charge has been established for each child accepted by the foundation for this session of 1960–61. For deserving and needy students, a scholarship fund has been set up from contributions made by individuals for this purpose.

During the last year a capital fund campaign was undertaken by the foundation and approximately $285,000 has been contributed for the construction of permanent buildings.

The upper school building is now under construction and is expected to be completed in the early spring. Plans are now being formulated to provide buildings for the lower school, and it is hoped that six permanent buildings for the lower grades can be established in the near future.

Commissioner HESBURGH. Thank you, Mr. Hanbury. Dean Storey, do you have any questions?

Vice Chairman STOREY. No.

Commissioner HESBURGH. Governor Carlton. Mr. Hanbury, I seem to lose the ball in the sun on some of these explanations. I am just curious. Are the expenses for the operation of the school this year coming by way of tuition grants from the State to the parents of the students, or am I still missing the point on this?

Mr. WALL. If I may answer that, Father——

Commissioner HESBURGH. Sure.

Mr. HANBURY. Let me introduce Mr. Wall, Mr. Chairman——

Commissioner HESBURGH. Certainly, Mr. Hanbury.

Mr. HANBURY. One of our directors and our legal counsel.

Mr. WALL. Father, what we have done is to establish a tuition system. Now, I did not know until I heard Dr. Smith's report that 1,325 scholarship grants had been awarded, and I noticed from our

report that we have 1,376 students in our schools. Now, we set the tuition charges, and where the parents get their money is their obligation. All we do is expect to be paid.

Commissioner HESBURGH. What are your tuition charges, Mr. Wall?

Mr. WALL. It's $265 for those in the upper school and $240 for those in the lower school. I might say that our projected budget shows that it will cost us $264 per student to operate for those in the upper schools.

Commissioner HESBURGH. So, equivalently, the money that is given, as Mr. Denny said, in tuition through the State actually pays for the operation of these private schools; therefore, in a sense, they are private, in quotation marks?

Mr. WALL. Well, of course, we are not concerned about where they get the money, sir.

Commissioner HESBURGH. I think we have to be, in a discussion of this general situation. I grant you it is an interesting question. Are there any other questions now from other members?

Mr. OLIVER HILL. May I ask just one question?

Commissioner HESBURGH. Certainly. Would you identify yourself?

Mr. HILL. I am Oliver Hill, from Richmond, Va., an attorney. I have been counsel in the Prince Edward school case since its inception. I would like to ask any one of the gentlemen from Prince Edward County: Is it not a fact that the economic standard of the Negroes in Prince Edward County is considerably lower than that of the white citizens of Prince Edward County?

Mr. DENNY. Since I am not from the county, I will take that question. I would say that's true. I think that is true in any locality in the United States of America.

Mr. HILL. Thank you.

Mr. DENNY. It's true of any locality with which I am familiar, north, east, south, and west.

Commissioner HESBURGH. Yes, Mrs. Sand.

Mrs. SAND. I would like to ask: What is your teacher salary range, minimum and maximum, and what is your average teacher salary?

Mr. WALL. Mrs. Sand, I have a complete list of all the teachers and the actual salary paid them. I might state that the highest paid teacher is $6,000 a year. The lowest paid teacher is $2,800. The average will be around $4,000 per teacher. I might state this, in case you did not hear it: We are very proud of our faculty, in that in the upper school all of them—I believe six of the teachers

have master's degrees, and, of course, all of them are college graduates, and there's no teacher in the school system with less than 2 years of college education.

Commissioner HESBURGH. Mrs. Sand.

Mrs. SAND. Well, I am just wondering how many teachers you have of the 67 at the $2,800 figure.

Mr. WALL. Two.

Mr. HANBURY. Those are special applications, and might I add this, Mrs. Sand: Our pay scale is equal to or above that of the State.

Mr. WALL. I might, for your information, give you exactly the number at the various ranges. We have 2 at $2,800; over $3,000, we have 25; over $4,000, 33, and over $5,000, 7.

Commissioner HESBURGH. Yes. Could we make this the last question? I appreciate the fact these gentlemen have given us a lot more information than we originally asked them for.

Dr. SCHREIBER. I think this has to do with clarification on my part——

Commissioner HESBURGH. Certainly.

Dr. SCHREIBER. And maybe some of the others. I am assuming that many of the teachers who are working for the foundation were teachers who worked for the public school system and that the pay scale is almost the same or identical with it. This is an assumption I make.

Mr. WALL. When——

Dr. SCHREIBER. I want to add a question on that.

Mr. WALL. All right.

Dr. SCHREIBER. I also assume the cost per pupil for quality education in Virginia prior to the foundation school was more than $265 per pupil per year. I also am assuming that the teachers in Virginia had a retirement system financed by the State. Do these things go along with the foundation school?

Mr. WALL. Let me answer this, and then you can ask me if I miss anything. I think this relates to Dr. Green's question also.

I think the Commission should be aware by now that the public school system is out in the county of Prince Edward and that we were faced with a situation that we had to do something to provide education for our children. This first arose in 1955, when the implementing decision of the Supreme Court was handed down on May 31. At that time the board of supervisors unanimously voted not to appropriate any money for the operation of the public schools.

Judge Hutcheson subsequently modified that decree, so that public schools were operated in the county of Prince Edward for the

school years of 1955, 1956, 1957, right on up to 1959. In 1955, after this implementing decision came down, 1,300 citizens of Prince Edward met to discuss what could be done to furnish education for their children. At that time it was voted to set up a working group to prepare to offer education for our children. This group was set up and preliminary studies were made.

When the Fourth Judicial Circuit Court of Appeals reversed Judge Hutcheson's order—I believe it was April or May of 1959—whereby it became apparent that no public schools would be operated in the county of Prince Edward, then the Prince Edward School Foundation was incorporated to go ahead and provide some sort of education for our children. The board of supervisors, of course, refused to appropriate any money for the operation of a public school which would be integrated. That left a number of public schoolteachers without a job, and since most of them were citizens of Prince Edward the school foundation immediately got in touch with them and offered them contracts.

I believe at that time we signed up as teachers all but about nine of the teachers who had previously taught in the public school system. We went ahead and secured 9 or 11 additional teachers for the session of 1959–60. The pay scale was approximately the same —in some instances it was less than the teachers had been receiving —in the first year of operation, which was 1959–60.

In the 1960–61 session, which is this year, we replaced 11 teachers, some of whom retired, some moved, some were having children, and so forth. The teachers' salaries were gone over by the board of directors of the Prince Edward School Foundation. We have attempted and are working on a merit system, and some salaries were raised. I believe all of them remained the same, but some were raised. Now, have I missed any questions? Oh, retirement.

Mrs. Cole. Retirement.

Mr. Wall. In 1959 the teachers of the Prince Edward School Foundation were asked if they wished to continue to belong or to belong actually to the Virginia Supplemental Retirement Act as provided by law. The foundation agreed that if they so desired it would take up the 4.5 percent of each person's salary and pay that to the State if that would be suitable. The teachers employed by the foundation, with several exceptions—and I am not sure about this; this is my understanding—I think all of them except several have elected to come under the Virginia Supplemental Retirement Act, and the foundation does pay its 4.5 percent of all the salaries to the State pension system. Does that answer all of the questions, Doctor?

Dr. SCHREIBER. Yes. Thank you.

Commissioner HESBURGH. Mr. Wall, we appreciate your lengthy and clear answer to these questions. The staff passed up one more while you were talking. It shows you can't win.

Mr. WALL. I should have stopped when I was ahead.

Commissioner HESBURGH. That's right. They want to know if transportation is provided, and, if so, by what funds.

Mr. WALL. Transportation is not provided by the Prince Edward School Foundation this year.

Commissioner HESBURGH. I see.

Mr. WALL. I don't know whether it will be next year. We have that under consideration, and it may be done.

Commissioner HESBURGH. Thank you, Mr. Wall. We have spent a whole hour now on this first question, and I think, lest our friends from Prince Edward think they are being set upon by us, we ought to give somebody else a chance.

Mr. WALL. You have been awfully nice.

WRITTEN STATEMENT OF MR. B. BLANTON HANBURY, PRESIDENT, PRINCE EDWARD SCHOOL FOUNDATION, FARMVILLE, VA.

PRINCE EDWARD SCHOOL FOUNDATION

The Prince Edward School Foundation was incorporated under the laws of the Commonwealth of Virginia on May 29, 1959, as a nonprofit educational corporation.

Preliminary studies leading to the establishment of a private school had been conducted for several years prior to the incorporation of the foundation, since the people of Prince Edward had feared that it might not be possible for the operation of public schools to be conducted. When it became apparent, after the May 5, 1959, decision of the circuit court of appeals, that no public schools would be operated in the county of Prince Edward, the foundation was incorporated.

STUDENTS

At the present time, the foundation has a student enrollment of 1,376 students, 475 students in the upper school located in Farmville, and 901 students in the 6 lower schools located in Farmville, Rice, Green Bay, Worsham, Darlington Heights, and Prospect.

FACULTY

There are 67 teachers employed by the foundation. Twenty-seven are employed in the upper school and 40 in the lower schools. In the upper school 6 of the teachers have master's degrees, and the other 21 are college graduates with a B.A. or B.S. degree. In the lower grades, 3 of the teachers have master's degrees, 25 are college graduates, and no teacher has less than 2 years of college work. The 12 teachers who are not college graduates have long teaching experience. The 67 teachers have an average teaching experience of 18.5 years in public and private schools.

The average number of students per teacher is 23.1 for the 39 active teachers in the lower school and 19 for the 25 active teachers in the upper school (2 listed as teachers being headmaster and mistress of the upper and lower schools, and one being the librarian).

For the 1960–61 session, the upper school offered the following courses with the units as shown therein:

Academic—28 Units

English 8
English 9
English 10
English 11
English 12
American History 8
World Geography
World History
Virginia and U.S. History
Virginia and U.S. Government
Latin I
Latin II
French I
French II
Spanish I
Spanish II
Mathematics 8
Mathematics 9
Algebra I
Algebra II
Plane Geometry
Advanced Arithmetic
Solid Geometry and Trigonometry
General Science 8
General Science 9
Biology 10
Chemistry
Physics

Practical Arts—16 Units

Typing I
Typing II
Bookkeeping
Shorthand I
Shorthand II
Home Economics I
Home Economics II
Home Economics Special
General Shop I
General Shop II
Agriculture 9
Agriculture 10
Agriculture 11
Agriculture 12

Number of classes	*With this number in each of the classes*	*Number of classes*	*With this number in each of the classes*
1	31	1	19
3	30	2	18
1	29	3	17
5	28	2	16
10	27	4	15
11	26	4	14
15	25	3	12
12	24	1	11
2	23	1	8
4	22	2	7
5	21	1	5
6	20		

Extracurricular activities

Student cooperative association
School paper
Cheerleaders
School annual
Class organizations

All of above after school hours. Athletic games with other schools, nearly all games are on Friday nights.

Classroom interruptions are held to an absolute minimum.

Selected tests are given to all grades.

Last year, 39 students (seniors) took the college entrance examination, and all passed. Of the 62 graduates last year, 35 are in universities and colleges in 7 States and 2 others are in business colleges, or 60 percent now in college-level training.

We expect our upper school to again be fully accredited by the Virginia State Board of Education this year, as it was last year.

FINANCIAL SUPPORT

During the 1959–60 session of the Prince Edward School Foundation, the first year of operation, all expenses were met by contributions made to the foundation. A tuition charge has been established for each child accepted by the foundation for the session of 1960–61. For deserving and needy students

a scholarship fund has been set up from contributions made by individuals for this purpose.

During the last year, a capital fund campaign was undertaken by the foundation and approximately $280,000 has been contributed for the construction of permanent facilities. The upper school building is now under construction and is expected to be completed in the early spring. Plans are now being formulated to provide buildings for the lower schools, and it is hoped that six permanent buildings for the lower grades can be established within the next 3 years.

Commissioner HESBURGH. So, we would like to thank them for what they have come here to tell us, and we would like to pass on to the next two situations, which I understand are comparable. Is that correct, Mr. Bernhard?

Mr. BERNHARD. Somewhat. I gather that Reverend Griffin is not here.

(The written statement of Reverend Griffin follows:)

WRITTEN STATEMENT SUBMITTED BY REV. L. FRANCIS GRIFFIN, PRESIDENT, PRINCE EDWARD CHRISTIAN ASSOCIATION, FARMVILLE, VA., AFTER THE CONFERENCE

FOREWORD

Gentlemen, I am pleased to have this opportunity and means to address you on a subject of uttermost importance in my mind—the closed public schools in Prince Edward County, Va. The action of the board of supervisors in closing public schools represents a complete abdication of all that democracy stands for. It is very depressing, to say the least, to be constantly aware that we live in the only place in the United States that has no public schools.

I trust that the following report will give you a clearer insight into the shameful situation that exists in our county. Despite the constant threat of reprisals, some of us are determined to see democracy become an actuality in Prince Edward County and throughout America regardless of the attitude of diehard segregationists.

Background

Prince Edward County is one of the several Virginia counties situated in the so-called Black Belt of Virginia. The Black Belt is a rather loosely defined geographical political area where the Negro population approximates or exceeds the white population.

Racial patterns evident in Virginia's Black Belt follow very closely the patterns found in similar densely Negro-populated areas of other Southern States, included among which are South Carolina, Georgia, Alabama, and Mississippi.

Prince Edward County, like many of her counterparts in many of the abovementioned States, has traditionally been a strict adherent to the "separate but unequal" doctrine in all matters pertaining to race. Voting has been discouraged. Public employment offers only the most menial job opportunities to the Negro, and even in these he is the last to be hired and the first to be fired. In private employment the same discriminatory pattern follows. More than likely the few who satisfy the prejudiced whims of the white employer hold such privileged employment with tenure that is in direct proportion to the degree to which they are willing to forfeit their dignity, manhood, and citizenship rights as free Americans. Public educational opportunities at all levels (elementary, secondary, and collegiate) have followed the same pattern.

Deep scars

Negro parents, having been conditioned by the innumerable overt and subtle practices of racial discrimination, found themselves at the midcentury mark (1950) frustrated and in a position bordering on utter despair.

Our children

However, in April of 1951, the Biblical passage "* * * and a little child shall lead them," came into play. The Negro high school population, numbering 456,

noting that their parents were either unable to, reluctant, or indifferent toward doing anything about the educational discrimination they and other Negro pupils were forced to suffer, startled the world with the now famous R. R. Moton High School strike.

The gallant young Americans of color appealed to their parents for support, and received it. The children and their parents appealed to the National Association for the Advancement of Colored People for assistance, and received it.

The Prince Edward County authorities refused to give any consideration to the requests of these children and their parents in their quest for nondiscriminatory public educational opportunities. To secure the constitutional rights of their children, action in the Federal courts followed.

The tail wags the dog

Three years later, the Supreme Court of the United States, in its now famous May 17, 1954, decision, declared racial segregation in public education to be unconstitutional. The NAACP, heralding the Supreme Court decision as being the law of the land, was jubilant in its expectations that, at long last, democracy in education would find its way into the public schools of Prince Edward County. However, history has proved otherwise, for it has been made unmistakably clear that the Constitution of the United States and the Court's interpretation thereof mean little, if anything, when prejudiced southern whites such as those at the helm of authority in Prince Edward County are confronted by Negroes who seek and demand their basic constitutional rights.

Seven years after the historic May 17, 1954, U.S. Supreme Court decision, and 10 years after legal action was instituted, Federal court orders remain unobeyed.

When the Supreme Court declined to grant a stay of the lower court's order requiring integration of the county public schools beginning September 1959, the Prince Edward County Board of Supervisors (the lawmaking body of the county) declined to appropriate funds to operate any public school. No tax was levied for public school purposes that year, and none has been levied since.

As a result of this defiant and undemocratic action by the board of supervisors, more than 3,300 children of both races were and are confronted with the specter of educational malnutrition.

The segregationists of the county, waving the Confederate battle flag, proclaim in loud and uncouth terms, "There will be no racial mixing in the public schools regardless of the cost."

Private versus public schools

These benighted and confused people are attempting to delude the county's white population into believing that private schools are the answer to the white children's educational malnutrition. This same group has constantly appealed to certain elements of the Negro community to forfeit the Negro children's dignity and constitutional rights by the acceptance of a pre-1954 status quo (i.e., the Negroes of Prince Edward County will meekly and without complaint return to a rigid and complete racially segregated society).

We realize that in a representative democracy such as ours our governmental processes will become stagnant unless the education of citizens is broad enough to encourage maximum interest and participation according to one's ability without being hampered by artificial barriers and restrictions. Our advocacy of public education is strengthened when we realize that we no longer live in a provincial society. Today, we are part and parcel of a space-age society and, being such, if we expect the youth of Prince Edward County to compete with the other youth of this Nation and of the world as equals we must provide for them the strongest system of public education possible. To rely on private education to fill these modern-day needs is utter folly.

This, in essence, is why the Negro citizens of Prince Edward County rejected the effort of Southside Schools, Inc., to enter their children in private schools similar to those supported by the white community. When Southside Schools, Inc., mailed applications to parents of each school-age Negro child in Prince Edward (some 1,665 in number), it is significant to note that only one application was returned favoring private schools.

The Negro in Prince Edward, as well as in other sections of the South, fully realize the importance of public schools because of the difficult path they had

trod toward the establishment of public schools for their children. In 1939 the first brick school building was constructed, largely as a result of the efforts of the Martha E. Forrester Council of Colored Women enhanced by the Rosenwald Fund. These dedicated women of the county raised funds for land, the building, and money for additional teachers so that they could add a grade each year until an accredited high school was finally realized.

The high school building was then located in Farmville, thereby creating a problem of transportation. This was a tremendous problem because only a few of the school-age children lived within walking distance. White children would ride by waving to the Negro children trodding the dusty rural roads and lanes every morning and afternoon. This problem was partially solved by neighbors who owned cars and would rent space in them to neighboring children. It was in the forties before Negroes were able to ride in public-owned and financed buses.

None of the facilities offered Negro boys and girls were ever adequate. By the time the first brick building was completed, it was overcrowded far beyond its planned capacity and did not have a library, cafeteria, or gymnasium. The buses appropriated to transport Negro pupils were the wornout, discarded buses of the white children. When shop equipment in white schools was nearly useless, it was placed in Negro schools.

We maintain that our action in pressing for relief through the courts was not the result of outside agitators, but, rather, the result of the vicious pattern itself. When one keeps before oneself the fact that resentment was being built up of gigantic proportions in the minds of Negroes through the years because of obvious maltreatment, it is not difficult for normal people to understand open rebellion on the part of Negro citizens of the county or any other oppressed people.

For an oppressed people to continue living under a system designed to relegate them to a subordinate role and a second-class citizenship and not seek all legal, moral, and democratic methods to correct the evil, they would have to be absolute degenerates. We are not ready to submit that all Negroes in Prince Edward County, Va., are degenerates.

We Negroes who live in the county are fully aware that all of the white children and their parents are not satisfied with present conditions in the county; however, every white person who shows any sign of weakening or voices the mildest protest is promptly set upon by the "power interests" of the community. Subtle methods of harassment are being thought up daily to use against white persons who fall out of step with massive resistance.

At this very moment, a petition is being circulated against two members of the Longwood College faculty in Farmville, requesting their removal for expressing moderate views. The family of a prominent white businessman was socially ostracized for the same reason. There are any number of incidents of this type that we in the community know of; however, they are difficult at present to document because individual whites are fearful of further harassments and reprisals. Truly, the proverbial shoe is on the other foot, for, whereas at one time reprisals were against the Negroes of the county, it is now against whites to keep them in line.

These Iron Curtain tactics, whether practiced against white or black, should not be a part of the American way of life. Russia and her satellites allegedly would do things of this nature without any moral qualms, but, sirs, this is not Russia: This is America—a Christian, democratic nation.

Again, it is significant to note that in a Christian, democratic society the voice of the prophet has been stifled and hushed. All of the white ministers and their church congregations, without exception, and many of the Negro ministers and their congregations, have failed to raise their voices against this social evil. Thus, you can see that the community is being affected economically, politically, socially, and religiously.

The deplorable situation can be summed up thusly:

1. The responsible and intelligent leadership of the county, by inaction and failure to face realities, capitulated their leadership to unreasonable racists.
2. All of the white churches, together with their ministers, chose to disregard completely the basic moral issues involved.
3. The majority of the Negro church leadership, while recognizing the morality of the basic issues, must bear its share of the blame for not being more forceful in its interpretation to its communicants.

4. There are no lines of communication between the Negro and the "power interests" of the community.

5. An area where ministers and laymen who happen to disagree with the segregationist's point of view are afraid to express themselves forcefully in defense of their political and moral convictions cannot be said to be conducive to democratic living.

In light of the fact that our politics is corrupt, most of our churches have been reduced to Sunday social clubs without any transforming power, and that the pronouncements and fiats of the pulpit move no faster than the approval of the pew is evidence that we need strong Federal intervention and a clear, definitive interpretation of our constitutional law in respect to its application to our daily needs at the local and State levels.

Now, sirs, I do not propose to know the law, but I know what the law ought to be in a democratic society. In every instance "human rights" should be above "State rights." If our minds and souls had kept pace with our technology we would know that law and human dignity are far more important than a people's prejudices, mores, customs, and traditions.

Will Prince Edward County become America's greatest disgrace? Will the well over 1,500 Negro boys and girls be the forgotten and lost ones in America? These are the questions that will have to be answered quickly if America is to maintain her position of world leadership. The tragedy is not in the fact that these children, white and black, are out of school. The real tragedy is that this could happen in America and arouse no more action than it has.

Realizing that we owed something to the Negro children in our county, and not wishing to operate private schools, we were compelled to think in terms of certain remedial reliefs for approximately 1,700 children out of school during the 1959–60 term. The Prince Edward County Christian Association tackled the problem, and has been fostering a temporary program since that time.

This year approximately 200 Negro children are attending schools outside Prince Edward County. This in no wise represents the total. These simply represent those who were compelled to have transcripts. There are, as of now, an undetermined number of students out of the county in elementary grades who did not require a transcript. Of the 200, 23 are being sponsored by the Prince Edward County Christian Association at Kittrell College (a junior church college that has a high school department). Another 47 are being sponsored throughout the United States by the American Friends Service Committee (a Quaker group with headquarters in Philadelphia). Citizens in Iowa, Michigan, Ohio, New Jersey, Pennsylvania, and Maryland have consented to be host parents to these 47 boys and girls. These students are living with these host parents and attending school without any cost to them.

For the children left in the county, we have established activity centers. At present, we are operating 16 centers which provide some training for 650 children.

All centers are operated 5 days a week. They open at 10 a.m. every morning and close at 1:30 in the afternoon. The supervisors and assistants (26 in number) create play-life situations and do a minimum of instructing. While the whole program is principally for morale building, it is designed to keep the minds of the children alert and sharp so that they will not be too far behind other children of the same age level who are receiving formal training. Perhaps the most important outgrowth of these centers is that they offer an opportunity for supervised group activity. The psychological value of such activity, at present, is immeasurable.

This report cannot fully tell the story of all the problems created by closing the schools in Prince Edward. It is a story of frustrated adults and children, of families torn apart while children are in the formative, impressionable years, when they need the constant assuring love and guidance of both parents. This is a story of hatred, reprisals, harassments in which the principal characters are determined that stubborn wills are far more important than our inherited democratic way of life, and the preservation of a free public school system. It can only give an insight into a problem of vast proportions. We trust that it will in some way prove helpful to you gentlemen in your deliberations.

Mr. BERNHARD. So, we'll proceed with the next participant, from Warren County, Virginia, Mr. Q. D. Gasque, Superintendent of Schools. Mr. Gasque.

STATEMENT OF Q. D. GASQUE, SUPERINTENDENT OF SCHOOLS, WARREN COUNTY, VA., FRONT ROYAL, VA.

Mr. GASQUE. Mr. Chairman, members of the Commission, I feel it is important to give you a few factual matters regarding the background of the Warren County school system, because we are such a small system. We have less than 15,000 people in the community. When the 1958–59 school session opened, it consisted of 1 high school of 1,051 students, white students; 10 elementary schools for white students; 1 elementary school for Negro students.

We had provided high school education for those Negro children who wished to attend high school through two avenues. Those who wished—and they had this election—could send their children to the Manassas Regional High School, Manassas, Va., which is a semiboarding school, and there the school board paid all the expenses of room, board, and tuition. We transported the pupils to Manassas on Monday mornings and returned them to their homes on Friday afternoons. Those parents who did not wish their children to spend that much time from home were permitted to send their children to the Johnson-Williams School in Berryville, a distance of 25 miles from Front Royal. The school board transported these children from Warren County to the Johnson-Williams School each morning and returned them to their homes in the afternoon.

In July 1958 the school board received a communication from Mr. Oliver W. Hill requesting the transfer of 24 Negro high school students to Warren County High School and 5 Negro elementary students to the Front Royal Elementary School.

At the August meeting of the board the school board discussed this matter and advised me, as superintendent of schools, to reply to Mr. Hill to the effect that Virginia had set up a pupil placement board and that this board has been given the complete authority to determine the placement of all pupils in Virginia and, as a consequence, the local school board had no authority to determine the placement of these children.

We soon heard from Mr. Hill, advising us that he expected to take the matter to court—I am not using the legal terminology, of course, because I am not familiar with it—and on August 28 we received such a communication.

Hearing was set for September 5, and the judge heard arguments from the lawyers on both sides in his chambers. The result was that he granted the request and issued an injunction against the Warren County School Board, saying that it could no longer deny the admission of Negro high school children to Warren County High School. I understand that this decision was based on the case of Pulaski in 1947, but I am relying on my memory in that instance. Judge Paul denied the request for transfer to the elementary school because we had at that time an elementary school for Negroes in Warren County.

Skipping a few of the details which are not so important now, but were very important to us at the moment, a stay of execution was denied by Chief Judge Simon Sobeloff, and the order desegregating the Warren County High School was made effective September 15, 1958.

At that time the Honorable J. Lindsay Almond, Governor of the Commonwealth of Virginia, notified the school board that as of September 15, 1958, 8 a.m., he was closing the Warren County High School and removing it from the list of public schools in the State of Virginia.

There was no way that we could know at that time how long the school would be closed, and the immediate concern of the parents in Warren County was that of providing education for all of its white high school children.

Those Negro children who were attending the two schools previously mentioned were privileged to continue enrollment and study in those two schools under the same conditions as existed previously, and all of the Negro high school children in Warren County availed themselves of that opportunity, except for the 24 infant plaintiffs.

When the private school, so-called, was organized in October of 1958, approximately 820 former students of Warren County High School enrolled. About a hundred other students from Warren County High School entered other public schools outside Warren County. Some of these schools were outside the State of Virginia. We lost about 125 high school students who went nowhere, as far as we can determine. These facilities were makeshift, but they were the best that we could do under the circumstances—and when I say "we" I mean the people, because the school board and I were under injunction and, as far as I know, we still are as of today.

Twenty-six teachers from the Warren County High School transferred to the private school by special permission from Governor Almond. Four additional teachers were added by the Warren County Educational Foundation, which was the organization organizing and directing this private school. It was necessary for the

children to make adjustments in their classwork. The private school did not offer agriculture, home economics, music, art, or industrial art—and, of course, they had no laboratory facilities.

I would like to point out here something that is well known to everyone who has had any connection with public schools—that it takes a long time to really get a school organized and a still longer time to buy proper equipment. I think that that is a fact which should be kept in mind when we speak frankly of the poorer facilities that a number of private schools will be able to offer for some time.

In January of 1959 the Virginia Supreme Court of Appeals—I believe that is the terminology—declared the school-closing law and fund-cutoff law unconstitutional, and we again received a letter from Mr. Hill asking the board what it intended to do now that these two laws were declared unconstitutional.

These children had been interrupted twice. It was the feeling of the school board and the feeling of the parents of these children—I cannot say that it was unanimous, because I did not see the actual result, but the overwhelming sentiment of the parents of these children was—that they did not wish to change again that year.

We were again in court, and the judge now ordered the school board to reopen Warren County High School as of February 18, 1959.

The school board sent out a letter, which was published and also carried over the local radio station, advising the people of Warren County that the school board intended to comply with the court order—there was nothing else we could do—and also advising the teachers who had transferred to the private school to be ready, at a call from the superintendent's office, to report to duty.

The morning of September 18 came around. Warren County High School was reopened. We had 22—I believe that's the right figure—Negro students to appear for enrollment. No white students appeared at that time. We still had a sufficient number of faculty members on hand to take care of this enrollment. In fact, we had 10. So, the school was organized as best it could be to offer to these children the educational facilities that we had previously offered to the white children in Warren County.

By the end of that session it became apparent that there had been a shift in the feeling of a number of people in Warren County. In order to determine, as best we could, what facilities we would have to have to offer the pupils who would enroll at Warren County High School during the 1959–60 session, we held a preschool registration. Over 400 children, white children, indicated that they planned to enroll in this high school.

In the first part of September the school board, through its attorney, asked the judge to dissolve the injunction because the school which had been contracted for in the summer of 1958, which was a combined school for Negro children, combined high and elementary, had been completed and was ready to be opened. Because the school board did not present a plan of desegregation, their motion was denied.

The school board announced that it intended to open, to reopen, Warren County High School, and a number of people in the community called for reactivating the board of directors of the Warren County Educational Foundation. This was done, and they decided to organize a private school. Obviously, it took some time to get this school organized.

The public high school opened on September 8. The private school, I think, opened the latter part of September or perhaps the first part of October. The enrollments in the two schools were about equal.

The school board decided, after consultation with the State department of education, that several changes would have to be made in the offering of the high school. All forms of athletics were abolished. Physical education activities were canceled for the session and all social events sponsored by organizations and clubs in the school were discontinued. The school board permitted outside groups to sponsor a few social affairs in the high school building.

It was very difficult, of course, for the foundation school to secure places to hold classes, but this they succeeded in doing by renting a portion of a restaurant club. Representatives of the educational foundation appeared before the board and requested the board to provide transportation for the students attending this private school. Since that was permissible under the law of Virginia and the board of education regulations of Virginia, the local school board agreed to that arrangement.

Tuition grants, which changed the name into scholarship grants, were made available to all students. These students—their parents—received $220 per student enrolled in private schools, of which the county paid $133 and the State of Virginia $87. You just held up a sign. So, I'll just have to stop here. I haven't touched on what happened in the high school during the last year and a half, but I would be glad to try to answer any questions.

Commissioner HESBURGH. I think, Mr. Gasque, we'll give you a few extra minutes, if you want to wind it up.

Mr. GASQUE. This year the Board of Supervisors for Warren County, which is the governing body, decided that it would grant the maximum scholarship fund to the parents of these students now

attending Mosby Academy. The State of Virginia pays $150; the Warren County educational funds—and those are tax funds—$119; and from the general county fund, which is also a tax fund, it pays $6, which totals that amount.

In August of this past year the board presented a plan for high school desegregation to Judge Paul, and he accepted it on a tentative basis. This plan was a very simple plan embracing only geographical location. The State Route 340 divides the county into approximately two equal halves. The western zone was designated to be served by the Warren County High School and the eastern zone by the Criser High School. The Negro children living in the western zone could apply for transfer to the Criser High School, and white children living in the eastern zone could apply for transfer to the Warren County High School.

It is very difficult to evaluate even in general terms the effect of the closing of Warren High School on the academic achievement of its students. For those students of above-average ability the effects of a disorganized academic year were quickly dispelled once the public school opened. For those of less than average ability the loss may never be regained. Some students dropped out entirely.

The results of the State testing program have revealed some interesting facts at Warren County High School. The school and college ability test administered to all 9th and 11th graders reveals that the students scored higher than the national and State average in all areas of the test. You will understand, of course, that I have no connection with the private school and, hence, cannot give you any report on that situation.

We're very pleased that the pupil-teacher ratio, which was extremely low, 1 to 17, enabled us to go into an organization based on ability grouping. We were also, because of the number of teachers and the small enrollment of the pupils, able to provide greater student counseling. This has had a great effect on stabilizing the pupils who returned to the Warren County High School.

This year we have more than 50 percent of the students enrolled, and this factor is perhaps due to this situation: Last year 43 percent of those who finished the seventh grade in elementary schools enrolled in the Warren County High School. This year 60 percent of those seventh graders enrolled.

Now, I was asked to touch on community situations, but I will be glad to stop at this point.

Commissioner HESBURGH. Thank you, Mr. Gasque. Mr. Gasque, I would like to open this to questions. Dean Storey, do you have any? Governor Carlton? Mr. Bernhard?

Mr. BERNHARD. I am not sure I am asking the right person this, but it occurred to me before during the Prince Edward County discussion. If a resident of Warren County were to make a contribution to the Warren County Educational Foundation, does the State make any provision at all taxwise either on the ad valorem or income tax for any type of deduction for a private, charitable, or educational institution?

Mr. GASQUE. The State law is that the board of supervisors—now, check me on this—may waive local taxes up to 25 percent, provided that money is contributed to a private school.

Mr. BERNHARD. Do you know——

Mr. GASQUE. The board of supervisors, however, must pass on that, and our board of supervisors did not agree to that because we were already operating a deficit budget.

Mr. BERNHARD. Thank you.

Mr. DENNY. Generally, throughout the State, sir, the ordinary principles of the income tax, both Federal and State, would apply.

Commissioner HESBURGH. Mrs. Cole.

Mrs. COLE. I would like, for the record, Father Hesburgh, to ask about the number of transfers of white students from the Criser District to the Warren County High School and the number of Negroes from Warren County to Criser. May we have those figures, sir?

Mr. GASQUE. We so stated in the plan—and remember, this was August—I believe August 14——

Mrs. COLE. 1960.

Mr. GASQUE. And the school was scheduled to open in September—we said since the plans for the session 1960–61 had already been established, the school board would waive that requirement. That left a period of 10 days open—I was wrong. That first time. It was August 17—a period of 10 days which made it possible for any child living in the zone assigned to serve that child to make application for entrance into the high school. We did not have any such. To be a little more explicit, we have Negro children, of course, living in the western zone.

Mrs. COLE. Yes.

Mr. GASQUE. Now, any of those Negro children had only to go to school to enroll to be accepted. We did not have any such requests. The infant plantiffs originally assigned to the school were in nowise affected by this plan. They remained. We have 17 enrolled in Warren County High School at the present time.

Mrs. COLE. So, there were no additional——

Mr. GASQUE. Well, there was one addition made earlier by the Pupil Placement Board.

Mrs. COLE. By the Placement Board?

Mr. GASQUE. Yes.

Mrs. COLE. Yes. The pupil size of the school may have had some effect, Mr. Gasque, on things like curriculum, variety of course offerings, and that type of thing. Whereas you used to be a school of over a thousand, you are now a school of how many hundred?

Mr. GASQUE. About 520.

Mrs. COLE. About 500. Has that had any definite effects on the operation of the high school?

Mr. GASQUE. A very definite effect. It has enabled both faculty and students to do a great deal better work than we could have done with the original faculty, which was 42, and 1,051 pupils.

Mrs. COLE. Is your State aid not tied to pupils in average daily attendance? Do you get the same amount of State aid as if you have a thousand pupils?

Mr. GASQUE. No. No. The loss in revenue for the public schools, both from the State and from the locality, has been rather great. Last year I think we lost about $38,000 in State funds and about $60,000 in local funds.

Mrs. COLE. With the reduced student body, you have not had to reduce the variety of course offerings and that type of thing?

Mr. GASQUE. Pardon. I didn't get that.

Mrs. COLE. But it has not forced you to reduce the variety of your curriculum?

Mr. GASQUE. No. In fact, we increased it.

Mrs. COLE. That's all, Father Hesburgh.

Commissioner HESBURGH. Are there any questions from the other conferees of Mr. Gasque? If there are no further questions at this point, I would like to indicate a 10-minute break and then we will reassemble 10 minutes from now.

WRITTEN STATEMENT OF MR. Q. D. GASQUE, DIVISION SUPERINTENDENT, WARREN-RAPPAHANNOCK PUBLIC SCHOOL SYSTEM, FRONT ROYAL, VA.

WARREN COUNTY HIGH SCHOOL, 1958–59

(Closed by executive order 22½ weeks)

I. Background

Warren County High School is located in Front Royal, Va., the county seat of Warren County. According to the 1950 U.S. census, this county in northern Virginia had a population 14,801.

Warren County High School was established in 1922 through consolidation of the Front Royal High School with the high school departments of several county schools which offered 7 years of elementary schooling and some high school classes. One hundred fifty-three students were taught by five teachers in 1922. A new high school was built in 1939–40, enrolling 512 students and employing a faculty of 19 teachers. The school grew steadily and, when the 1958–59 session opened, 48 Carnegie units were offered to 1,051 students by 42 teachers.

In 1958, the public school system of Warren County listed 1 high school for white pupils, 10 elementary schools for white pupils, and 1 elementary school for Negro pupils. The projected number of Negro high school students was 122 and, in accordance with the procedure of the previous year, the parents of these students were given the option of having them enroll in the Manassas Regional High School, Manassas, Va., or in the Johnson-Williams High School, Berryville, Va. Students attending Manassas Regional High School were transported by a Warren County schoolbus to that school, a distance of 45 miles, on Monday mornings, returning to Warren County on Friday afternoons. Warren County paid the cost of tuition, room, and board. Students attending Johnson-Williams were transported by a Warren County schoolbus each day to Berryville, a distance of 25 miles. The county paid all tuition costs.

In 1956, plans for a combined high and elementary school for Negroes were discussed by the school board, and the superintendent was authorized to have a local architect submit plans and drawings. Unable to secure additional land adjacent to the site of the existing Negro elementary school, these plans were changed and new sites investigated. In the fall of 1957, a site of 15 acres was purchased, an application for a loan from the Literary Fund of Virginia in the amount of $400,000 was approved by the county governing body, and the architectural firm of Bailey & Patton, Arlington, Va., was authorized to submit plans and specifications for the combined high and elementary school for Negroes. On August 14, 1958, a contract was signed with Bryan-Gordan Associates, of Alexandria, Va., for the erection of a school building containing 13 classrooms, a science laboratory, a home economics department, library, offices and clinic, conference room, lunchroom, auditorium-gymnasium, and a separate building for industrial arts. The contract price for this work was $431,787. This school plant, named Criser High School, for both high school and elementary students, was completed and opened September 1959.

The Warren County School Board received a letter on July 9, 1958, from Oliver W. Hill, attorney, requesting the transfer of 24 Negro students to the Warren County High School and 5 to the Front Royal Elementary School. Since the Virginia Legislature had created a pupil placement board and had given said board the sole authority to determine the placement of all public school students in Virginia, the local board advised Mr. Hill that it was without authority to make these transfers and that the applications received from his office would be referred to the pupil placement board in Richmond, Va.

On August 28, 1958, Mr. Hill advised the local board and Commonwealth's attorney, W. J. Phillips, that a bill of complaint had been filed in the U.S. District Court for Western Virginia and that a hearing was scheduled for September 5.

Arguments were heard by Judge Paul in his chambers, with the result that the court granted an injunction against the Warren County School Board's denying enrollment of the infant plaintiffs in the Warren County High School; but Judge Paul denied a similar plea, made by the attorneys, seeking enrollment of five pupils in the Front Royal elementary School. An appeal to Chief Judge Simon E. Sobeloff of the U.S. Fourth Circuit Court of Appeals failed and the school board was ordered to admit the infant plaintiffs to Warren County High School on Monday, September 15, 1958.

Hon. J. Lindsay Almond, Governor of the Commonwealth of Virginia, pursuant to the provisions of chapter 9.1, Code of Virginia, closed the Warren County High School and removed it from the public school system, effective 8 a.m., September 15, 1958.

A private school for white high school students was organized on a temporary basis in October 1958. Of the 1,051 students enrolled in Warren County High School when closed, 820 enrolled in this private school. Twenty-six high school teachers transferred from the public high school to the private school with the permission of Governor Almond. Four additional teachers were secured. Students continued in the same classes in which they were enrolled in public school with exception of those elective classes of agriculture, home economics, music, art, and industrial arts. No State and local tax funds were used to finance the private school.

In January 1959, after the Virginia Supreme Court of Appeals ruled the "school-closing law" and "fund-cutoff law" unconstitutional, Mr. Hill requested the Warren County School Board to advise him of their intentions to reopen Warren County High School. The board stated, in its opinion, it would be

unwise to uproot the students a second time and readjust classwork. The attorneys appealed to the district court, and said court ordered the board to reopen Warren County High School as of February 18, 1959. Twenty-two Negroes enrolled on this date, but no white students returned.

The Warren County High School opened the 1959–60 session on September 8; 285 white students and 20 Negroes enrolled. By September 30, enrollment reached 399 white, and 22 Negro. (Two Negroes withdrew during this month.) By the end of the session, the enrollment was: 429 white, and 22 Negro. Twenty teachers employed by the Warren County School Board in 1958–59 declined reappointment, but a faculty of 32 teachers was secured. (Twenty-two accepted reappointment and 10 new teachers were employed.)

All forms of athletics were abolished, physical education activities were canceled for the session, and all social events sponsored by organizations and clubs in the school were discontinued. The school board permitted outside groups to sponsor a few social affairs in the high school building.

In September 1959, the John S. Mosby Academy was organized by citizens who desired a segregated high school. A portion of a restaurant-club was rented for use as the school building and 18 teachers were employed. Four hundred and fifty-two students were enrolled in grades 8–12. Students living beyond walking distance were transported to the private school, without charge, in the same buses which transported the public school students. The parents of these students received $220 per student enrolled in private school, of which the county paid $133 and the State of Virginia, $87.

The supporters of John S. Mosby Academy erected a permanent building which was ready for occupancy in September 1960. Four hundred and seventy students were enrolled and a faculty of 23 teachers employed. Scholarship grants, permitted under Virginia laws, in the amount of $275 per student were paid to the parents of these students. Payment from public tax funds were apportioned as follows:

State of Virginia, $150.
Warren County (educational funds), $119.
Warren County (general funds), $6.

The total cost of all scholarship grants for the session 1960–61 will approximate $75,190 in State funds, and $69,100 in county funds. The loss to Warren County public schools, both in State and local funds, is great. (For 1959–60, the loss was approximately $38,000 in State funds and $62,000 in county funds.) The expenses of operating the public schools have been curtailed mainly in but one item: teachers' salaries.

In August 1960, the Warren County School Board adopted a plan for desegregation of the two high schools located in Warren County and authorized its attorneys, John S. Battle, Jr., and W. J. Phillips, to present said plan to the U.S. District Court for Western Virginia. The court heard the plan and approved it tentatively. Only geographical location was used to determine attendance areas. Since State Route No. 340 practically separates the county geographically into two equal zones, this was used as a dividing line. Warren County High School was designated as the high school to serve those students of high school age living in the western zone and the Criser High School was designated to serve the students of high school age in the eastern zone. (Negro pupils previously assigned by the court to Warren County High School were not affected by this plan.)

As a part of the plan, but not affecting the high schools, the Warren County School Board stated that a plan showing the attendance areas for all elementary schools in Warren County would be formulated and presented to the court on or before May 1, 1961.

The total enrollment in the Warren County High School for the session 1960–61 is 503, a gain of 84 over the previous session. This gain is due, primarily, to an increased enrollment of students completing the elementary schools. In 1959–60, 43 percent of these pupils enrolled in Warren County High School; in 1960–61, 60 percent enrolled.

II. The effect on student achievement

It is difficult to evaluate, even in general terms, what effect the closing of Warren County High School had on the academic achievement of its students. Each student is an individual; each student reacts to a given situation in a

different way. For those students of above-average ability the effects of a disorganized academic year were quickly dispelled once the public school was reopened; for those students of lesser ability the loss may never be regained. Some students dropped out of school in despair because they could not comprehend the emotional conflict that permeated the entire community in which they lived. Others withdrew from the community entirely and enrolled in schools in surrounding areas. Discipline reached a low ebb when the close supervision of an organized program within the confines of a single building was suddenly nonexistent. The traditions that are so much the part of a community high school could not be transplanted into a makeshift situation· a heritage covering many decades was lost to posterity.

All these factors have a bearing on the academic achievement of students, and the transition of each event exerted its own detrimental effect. The subtle effect of ridicule and pressures exerted on those students (and their parents) returning to the public school is a factor that must also be considered. Wherever there is a violent difference in opinion it logically follows that devious means will be used to bring the minority dissenter into line. Mary Ellen Goodman states in her report, "Sanctuaries for Tradition: Virginia's New Private Schools": "* * * The closing of public schools, the setting up of segregated private schools, the reopening of public schools and the choosing between public and private—each of these steps is accompanied by upheaval, stress, and pain. Says the mayor of one community which has been afflicted: 'I would hate for any community to go through what we did. I would do anything to avoid it again.'"

Thus we have another example of the multitude of emotional problems that tend to accompany such a major social change. We can only speculate that any factor that affects the mental health of an individual must also effect his ability to perform, particularly if the individual is emotionally immature.

Miss Goodman also states: "* * * The abilities of students and of their achievement in foundation schools are * * * difficult to assess * * * objective tests are either lacking or results not divulged * * *." It would be unfair to judge the academic achievement of a school by evaluating only a part of its enrollment. There is no way, at the present time, that any valid conclusions can be drawn concerning the 50 percent enrolled in Warren County High School and the 50 percent enrolled in John S. Mosby Academy.

The results of the State testing program have revealed some interesting facts at Warren County High School. The SCAT (School and College Ability Test) administered to all 9th and 11th graders reveals that Warren County High School students scored higher than the national and State average in all areas of the test. The STEP (Scholastic Test of Educational Potential) administered to the same group revealed equally satisfying results. What part the closing of Warren County High School played in the achievement of such outstanding results can only be a matter of speculation. The philosophy in the public schools of Warren County has been to accept each student at his own level of achievement and teach him in terms of his own potential. Perhaps this philosophy is the key to stabilizing the influences exerted on each student by the closing of Warren County High School.

A series of events has occurred that tends to make an academic evaluation even more difficult. When school was closed during September 1958, the teaching staff at the high school transferred the instructional program to the foundation schools set up by the community. There were many modifications required, but the basic program was still intact. This move made it possible to retain a continuity of instruction when the high school was reopened. Many of the same teachers returned to the high school and were able to reorganize the curriculum with a minimum number of changes. Another event of importance was the low pupil-teacher ratio of 13–1 in the high school. This ratio made it possible to organize the students into ability groups for instructional purposes. Individual attention could be given to the particular needs of each student, and remedial work assigned to compensate for any lack of progress during the previous year. The whole scope of the curriculum was broadened to offer each student a program of studies designed to fit his particular needs. Research points out very clearly that small-group, individualized instruction results in more rapid academic achievement on the part of the participant. An organized guidance program was introduced, with specific emphasis given to the identification and recognition of individual student needs. The realistic

counselor-student ratio made it possible for the guidance program to achieve a depth and scope that would not have been possible under the previous crowded conditions.

The removal of social activities from high school supervision resulted in a loss of identification on the part of the student with the school. One must realize that social activities have become an integral part of the total school program and the sociopersonal developments of education cannot be divorced from the total academic program. The student body functioned as a unified organization, but was devoid of the purpose and spirit normally associated with a high school social structure.

In a situation for which there is no precedent, one must be cautious in drawing conclusions. Cause-and-effect relationships can best be identified through a longitudinal study of salient factors. It is apparent that certain detrimental factors were fostered in the series of events associated with the closing of the Warren County High School. However, the precise depth and breadth of these factors are not easily discernible.

III. The effect on community relations

Desegregation of public schools in Virginia will always be accompanied by division, discord, and bitterness. The opinion is here stated that some other Virginia counties will follow Prince Edward's plan if forced to desegregate. In Warren County, the sudden force changing the pattern of public school organization was a factor in antagonizing a large sector of citizens. The case was first heard on September 5, 1958; the school was ordered desegregated by September 7, and closed September 15. The great majority of citizens began discussing possible solutions to the problem of providing high school education for its white students. The county continued to send Negro high school students to Johnson-Williams High School and Manassas Regional High School at county expense. In its dilemma, the organization of a private school appeared to be the only solution.

Here was the first point of conflict. Unless church facilities could be used, there would not be enough available space. In every church congregation, there were some who favored granting this request and some who opposed it. Some ministers were agreeable to this arrangement as an expedient measure only, and only on a temporary basis; some opposed the idea of assisting any movement designed to perpetuate segregation; and some opposed, believing the plan of private schools a device to circumvent the ruling of the U.S. Supreme Court. Congregations could not resolve the moral issue, neither could the entire citizenry resolve the problem of educating the white students of high school age. The Court stated it was powerless to order the Warren County High School reopen and the Virginia "school closing law" was as yet unchallenged.

When the "massive resistance" laws were declared unconstitutional, and the Warren County High School ordered reopened, the people were still uncertain about the outcome; but with closing of the school session, 1958–59, many began to reject the idea of substituting private schools for public schools. A projection of discovered situations into future conditions caused much sober soul searching. The Warren County School Board then announced the opening date for the next school year and the community split widened. Even families became divided. When a pre-high-school registration exceeded 400, the former board of directors of the Warren County Educational Foundation was reactivated, with certain changes in personnel, and plans were instituted for another private school.

Businessmen were disturbed by financial conditions. Although it is now known no single factor was responsible for this decrease in buying, it is also known that the divided condition of the county did not help to improve the general situation. Some stores were patronized in large measure by one group, and in like manner, some stores by the other group. Pressures were clearly evident everywhere.

Miss Mary Ellen Goodman aptly describes the economic situation in Warren County: "No one claims that the school situation was economically good for the community, and even some segregationists will admit it 'didn't do the community any good.'

"The economic effects when people move from the community, or decide not to move into it, are obvious and direct; every resident is a buyer of many

goods and services. But it is not easy to prove that the school crisis was, in any given move, the reason or even the most important reason. It no doubt was, for some considerable numbers of families, at least one of the important reasons for moving out or not moving in. Such is the conviction of numerous informed observers, and some cases are provable."

Many citizens have expressed fear of what could happen to the economy of Warren County if scholarship grants are declared unconstitutional. Clearly, if these grants are declared unconstitutional, operating a private school without cost to the parents of the students attending would be impossible. It is very doubtful that the majority of families now sending their children to private school could continue to do so if they had to finance the operation of the school.

The community is not presently concerned with the abolishing of the State compulsory attendance laws because there is little difference in elementary school attendance now when compared to attendance prior to the abolishment of the laws. The governing body of the county can enact compulsory attendance regulations for a county, provided such regulations are not in conflict with State law. To enact regulations requiring a child of either race to attend an integrated school would be such a violation, and therefore would be void.

With the passing of time, 3 years, much bitterness has diminished but it has not disappeared; some of it has hardened into a resolution to fight to the bitter end. This is especially true of those who are convinced theirs is a fight for a principle. This characterizes certain people who completely support the public schools as well as their counterparts among the supporters of the private school.

Obviously, Warren County has been greatly affected in many ways by the closing of the Warren County High School. An accurate appraisal of the extent of the damage must be made at a future date.

Commissioner HESBURGH. Ladies and gentlemen, I would like to ask Mr. Bernhard to point out the name of the next person to speak. Before he does that, I would like to mention that our staff by mistake left a person off the list, Dr. Aaron Brown of the Phelps-Stokes Foundation. Mr. Brown, we are sorry we left you off the list. Mr. Bernhard.

Mr. BERNHARD. The next participant is Mr. Edwin Lamberth, superintendent of schools, Norfolk, Va. Mr. Lamberth.

STATEMENT OF EDWIN LAMBERTH, SUPERINTENDENT OF SCHOOLS, NORFOLK, VA.

Mr. LAMBERTH. Mr. Chairman and members of the Commission, I have prepared a written statement which I believe the Commission has and I shall not read it because I feel that I can do it more briefly by referring to it and just calling attention to certain statements in there.

In Virginia, as you have heard from two other school systems, we have had some closed schools and Norfolk has had six of its secondary schools closed for one semester, one half year. Perhaps before I begin the story of that, however, it would be better to tell you that there are one or two things that have been said that have to be changed in regard to cities in Virginia.

In the cities they work under a charter granted by the legislature. The council is elected directly and they, in turn, appoint the school

board, and Norfolk has a seven-member school board appointed by the city council. The money, however, and the funds come in much the same manner as they come to the counties through the council to the school board. We prepare our budget, submit it to the school board and they, in turn, submit it to the council to appropriate the funds.

Norfolk, too, you probably should know, because we have a county, two counties, and, of course, Front Royal is a town in one of those counties—Norfolk is the largest city in Virginia, with about 350,000 population in the most recent census. It has grown very rapidly. It was 213,000 in the previous census. The school population has grown even more rapidly. In 1954 it had some 25,000 or 26,000 students. By annexation, which is rather unique in Virginia, too, I think, alongside other States, it has grown, so that our school population, our school enrollment, is now more than 51,000.

I think, too, that you should know, as you do, most of you, that Norfolk is an unusual city for government activity. It is a city in which a great many people work for the Federal Government. There are a great many service-connected families there. It is a cosmopolitan city in many ways.

So, referring to my statement now, I might say that in this statement I have tried to give to the Commission the history of what happened in Norfolk during the first desegregation of the schools. Our schools, as were all other Virginia schools, were segregated when the Supreme Court made its decision. I believe it was on May 11, 1956, that the Norfolk City School Board and the then superintendent—I have been superintendent only since last July, but I was assistant superintendent at that time, and the first call to court was May 11, 1956.

Following that, the court in Norfolk decreed that the Norfolk City School Board should, despite the State law, accept applications from these plaintiffs. The applications were received in May and June of 1958 and by July 17 we had received 151 applications for admission of Negroes into schools that were all white prior to that time. On July 17, 1958, the last day of receiving applications, the school board adopted certain standards and criteria, which I will not give in detail. They are similar to some other sets of standards reported. In applying these criteria, they authorized the superintendent to administer a program of tests and interviews.

As is a matter of legal record now, the 151 petitions for admission were at first denied. Upon advice of the court, the school board took them back and reconsidered them and 17 met the criteria.

I think the words of the judge, when he returned those applications to the school board, might be important:

> With complete faith in the integrity and ability of the school board of the city of Norfolk, as well as your desire to obey the law of the land and do justice to all mankind, the applications of the 151 Negro children are referred back to you for such further consideration, if any, as you may deem proper and legal by reason of my remarks.

The report was made on August 29 by the school board chairman, and the report was that they would, because the judge had so ruled against them, enroll or admit these children. They had no power to enroll at that time because of the pupil placement act of Virginia.

Consequently, as has been stated in other cases in Virginia, the schools, the six schools, affected were closed by the Governor in September 1958 and remained closed until February 2, 1959.

Showing the difference between the city and county situation, I might read this paragraph:

The following petition was presented to the city council on January 27, 1959—that was just the week before the opening of schools—signed by 100 leading business and professional men of Norfolk:

> While we would strongly prefer to have segregated schools, it is evident from the recent court decisions that our public schools must either be integrated to the extent legally required or must be abandoned. The abandonment of our public school system is, in our opinion, unthinkable, as it would mean the denial of adequate education to a majority of our children. Moreover, the consequences would be most damaging to our community. We therefore urge the Norfolk City Council to do everything within its power to open all public schools as promptly as possible.

And, so, the schools were reopened after certain laws of Virginia were declared unconstitutional, as has been recited in these other Virginia cases.

I might, just for the record, read the paragraphs referring to the total number of applicants and those who are now enrolled.

In September 1959, after the 151, 17 of whom were taken, had applied in 1958, there were 23 Negro applicants for white or predominantly white schools. The school board recommended the admission of two. The Federal judge held there were no grounds for refusing admission to three others, making a total of five. Three of the five students were admitted to high schools already desegregated. Two were admitted to an elementary school previously attended only by white children. This was the first elementary school to be desegregated.

In September 1960, 31 Negroes applied for admission to schools attended by white or predominantly white students. One was recommended by the school board for admission to the State pupil placement board. The Federal court held that there were no grounds

for refusing admission to five others. A total of six were enrolled then.

A total of 28 Negro children have been enrolled in the formerly all-white schools during the period of desegregation. One has been graduated, 5 have chosen to withdraw from school, return to an all-Negro school or moved from the city, and 22 remain on roll at this time.

I believe, Mr. Chairman, unless there are questions about the Norfolk situation that are far different from the other Virginia situations, I would be happy to end my statement there and have time for questions.

Commissioner HESBURGH. Thank you, Mr. Lamberth. We are appreciative of having your full statement and I am sure there will be some questions to draw out certain aspects of it.

Dean Storey.

Vice Chairman STOREY. Mr. Lamberth, I believe, according to our information, there was a higher enrollment in the 1960 and 1961 session than in February of 1958, which I believe was the last semester before closing. Is that correct?

Mr. LAMBERTH. Which——

Vice Chairman STOREY. Total enrollment. I am talking about total enrollment.

Mr. LAMBERTH. That's been a very difficult thing to determine, sir. Referring again to these annexation laws, in 1955 Norfolk annexed a territory that brought in more than 10,000 children into the city schools. Now, under the Virginia law, city and county schools are entirely separate and usually annexations are effective on January 1, but the children continue to be educated by the county until the beginning of the new school year in the fall, and then in 1959, when we were closed, 6 of our schools, approximately 10,000—9,900 and some children—were out of school in the senior high schools and junior high schools attended by the white race. On that very January 1 while those schools were closed, we annexed a large area from the county, an adjoining county. They continued to educate the children until next September, and, so, when we opened in September we did actually have about nearly 9,000 more pupils than we had before. It was a very difficult task to tell who had left and who had come in from the county.

Vice Chairman STOREY. Thank you. The result was you had more, anyhow?

Mr. LAMBETH. Yes. We've been growing.

Commissioner HESBURGH. Governor Carlton.

Commissioner CARLTON. No questions.

Commissioner HESBURGH. Mr. Lamberth, is this private educational endeavor, the Tidewater Educational Academy, still in operation, if you know?

Mr. LAMBERTH. It is in operation at the present time.

Commissioner HESBURGH. Is it likely to continue, do you think, or is it losing enrollment?

Mr. LAMBERTH. I couldn't give an opinion on that. I am informed by some of the parents and some of the teachers there that they have 175 and 200 pupils. At one time they had several hundred more when we were closed.

Commissioner HESBURGH. Mr. Bernhard.

Mr. BERNHARD. Did the Tidewater Educational Academy draw on the teachers from the public schools?

Mr. LAMBERTH. No. I think perhaps one or two taught there while we were closed, because the children who were out of school were taken care of in that academy, just a few hundred, and in some private schools that might have had vacancies, but the great bulk of them were taken care of in what was known as tutoring groups, which the public school teachers, themselves organized, with or without pay, in the large majority of cases without pay, groups in churches, in homes and in halls, and the best survey that we could get was that 4,000 or 5,000 of the 10,000 children attended school of some sort during that closed period; but, as far as I know, only one or two public school teachers, unless they were ordered retired, or something of that sort, have ever taught there.

Mr. BERNHARD. Thank you.

Mrs. COLE. Mr. Lamberth, with regard to the effect of the closing of the schools on your school system, I wonder if you could tell us anything about the achievement of the children when they returned from having spent one semester with this makeshift tutoring. Did you move along to the next semester successfully, as if it hadn't happened?

Mr. LAMBERTH. We did have scheduling problems, of course, because some children were in tutoring groups where they would get two or three major subjects instead of four or five that they had planned to take if the public high school had been opened. We also had some, of course, who came back with no tutoring at all, and we had to—our schools are now on an annual admission basis—and we had to organize courses. We had to run an unusually long summer school that summer. We had permission from the State department to lengthen our summer school and make it the equivalent of a semester by taking subjects more than 1 hour a day. We overcame it that way.

I would say if there were any harm done to pupils it was probably to those who did not return in the final analysis. There were some maladjustments and some difficulty, but the permanent harm, of course, would be to those who might not have shown up and some of whom got married instead of coming back to school.

Mrs. COLE. I understand you have no compulsory attendance law in effect in Norfolk.

Mr. LAMBERTH. Norfolk City does not at the present time.

Mrs. COLE. Has that had a material effect on school dropout or regularity of attendance at school?

Mr. LAMBERTH. In answer to the first question, our director of pupil services is at this moment in the midst of a study. We made the preliminary report to the school board this week of dropouts and why they drop out. I can't answer that until—we really want to know ourselves, and that's the reason we instituted the study.

In answer to the second question—and I think this may be partly because of the fact that certain people didn't come back or something of the sort—our attendance has improved considerably. Our average attendance is 2 percent higher than it was last year and is more than that higher than other previous years. We haven't accounted for that either, considering the cold weather we have had, although we haven't had it as cold as some other parts of the country.

Mrs. COLE. There is one further question I would like to ask: Do you have tuition grants that are being administered by Norfolk?

Mr. LAMBERTH. We, of course, every community, as has been stated by Prince Edward——

Mrs. COLE. It is required?

Mr. LAMBERTH. It is required by State law, and Norfolk is participating. I have the figures on those, if you would be interested in them. In the school session 1959–60, the one just previous to this one, our school board approved 1,212 applications for total State and local funds of $276,515. In the school session 1960–61—these applications are made on a semester basis and are paid in two installments—we have up to date approved 1,516 applications and disbursed $182,628, and it would appear from that we will spend somewhere in the neighborhood of $365,000 of State and local funds for tuition grants this year.

Mrs. COLE. Are these applications from high school students who would otherwise in Norfolk be attending a desegregated school or do they cover any pupil in the school system?

Mr. LAMBERTH. They cover anybody. I would say that we have as many—I have not checked this, but it is likely we have as many—

from schools that are not desegregated as we have from those that are.

Mrs. COLE. Thank you. That's all.

Commissioner HESBURGH. Mr. Isbell, do you have any questions?

Mr. ISBELL. In the case of a Negro student applying initially to attend a predominantly white or all-white school, do you still apply an academic achievement criterion and decide whether that Negro student is allowed to——

Mr. LAMBERTH. Yes. Perhaps I was trying to—as the Chairman said, it was warm in here and we're getting late and maybe I hurried too much; but the criteria which were presented to the Federal court in September 1958 were nothing new to us. They were formulated and put on paper more formally, but Norfolk city has always had a pupil department of adjustment services and psychologists and specialists to work with its children, and we had been applying these same things for years. Whenever a child was maladjusted or whenever a parent thought he was and wanted to transfer him from one school to another, we have been applying these same things for years.

So, we formalized these and put them on paper, and they are basically, as many people have said here today, just to determine whether the child has an opportunity really to get an education where he's applying. If he can, then he would meet the criteria.

Mr. ISBELL. I was wondering if you could specify what the academic criterion is, that is, do you have a rule-of-thumb that the student who wants to change schools must have an academic achievement equal at least to the median of the class in which he would be going or something of that sort?

Mr. LAMBERTH. Well, each child really stands on his merit. The court has usually approved the school board selection. You see, we are still working under a court order in Norfolk, and the court has usually approved those who approach or meet, say, a national grade level, but we have had some slightly below and above and on the grade level who have been put into desegregated schools.

Commissioner HESBURGH. It occurred to me, Mr. Lamberth, when you were talking in your main statement that this whole business does not involve the court more than it has in any of the other things we have looked at, in the sense that the school board made a recommendation to accept 1 out of 30 or 17 out of 51 or a 151, and so forth, but then that went to the court and the court came back and said, "No, you've got to let more in." Then this adjusted figure went to the pupil placement board. Is that the normal way it has worked?

Mr. LAMBERTH. What has happened is the first year the school board applied the criteria in the opinion of the court too stiffly and it was sent back, and then they applied them and 17 were admitted.

Commissioner HESBURGH. Out of a hundred and——

Mr. LAMBERTH. Since that time, if a child applies, in the opinion of the school board—and, of course, they accept the recommendations of our staff largely, they look at the application and consider each one individually, but they have to depend upon us to interpret a great many records—since that time a certain number have been approved without—they may never have been in court or never filed a suit or anything, but the succeeding suits—it's all a part of one Federal court suit—each summer is caused by some one or two of those who are refused who seek redress in Federal court.

Commissioner HESBURGH. Do you think it's likely to come to a point where a normal number of those applying will be admitted, and then this will go through a normal procedure without being referred back to the court? I mean, in every case you mentioned the court was involved; is that correct?

Mr. LAMBERTH. Each summer so far we have been in Federal court. That is true.

Commissioner HESBURGH. Is it possible it will get to a point where, through these mutual adjustments, it won't have to go to court?

Mr. LAMBERTH. I would certainly hope so, for my own welfare.

Commissioner HESBURGH. Mr. Lamberth, one last thing here: This doesn't affect youngsters going into first grade, does it?

Mr. LAMBERTH. What's that?

Commissioner HESBURGH. This wouldn't affect youngsters going into first grade, for example? There would be no——

Mr. LAMBERTH. Yes. We have had applications for the first grade, and some have been admitted.

Commissioner HESBURGH. What criteria could they possibly use to refuse a youngster for the first grade?

Mr. LAMBERTH. Well, under our system, every child—maybe I should explain we have a very elaborate testing program. We had it long before the State of Virginia had it, and the State program, which has been, of course, going on for some time, has been greatly increased in recent years, because people have given more attention to testing, and that has just added to ours. So, under our system, practically everybody is tested, even first-grade readiness test; and, so, with the aid of six or eight psychologists on our staff, it isn't very difficult for us to give as expert opinion as anyone can

give of chances of success or whether there will be real harm to a child going to the wrong school. We base all of that on our expert opinion.

Commissioner HESBURGH. Thank you. I think Dr. Pullen had a question.

Dr. PULLEN. My question, Father Hesburgh, is more professional than anything else. It may be somewhat incidental to, but quite apart from, the question of segregation. Mr. Gasque has said the performance in the school was better, I believe. I didn't quite understand why the curriculum would not be restricted; in other words, fewer courses offered, and Mr. Lamberth has said that attendance has improved and certain other features are better. I am just wondering: Apart from the question of segregation, does this mean that the situation permits children who would normally have difficulty in school to withdraw? Is that what both of you are saying, or is that partially the answer——

Mr. LAMBERTH. It may be——

Dr. PULLEN. From a professional standpoint?

Mr. LAMBERTH. It may be, Dr. Pullen, there are certain children who were having trouble with achievement who have withdrawn. I think a second thing—and this is merely an observation on my part in going through these years in Norfolk—I might add to the gentleman from Knoxville I am a native of Norfolk, and, so, I can see it—I may be prejudiced, but I can see it—pretty well through the years. I believe part of it is, particularly if you have no incidents, as we were so fortunate, and as I pay tribute to the citizens of Norfolk for—we had no incidents of any kind—when the schools stayed closed for 6 months and then reopened, and 10,000 children were out of school, all of our high schools, it may be 6 months without schools made people want to go to school. That could be true, too.

Dr. PULLEN. While we are at it, could I get my name straight?

Commissioner HESBURGH. Surely.

Dr. PULLEN. I am called everything. I am called it to my face. The name is Pullen—P-u-l-l-e-n.

Mr. LAMBERTH. Pullen.

Commissioner HESBURGH. We will certainly note that, Dr. Pullen.

Dr. PULLEN. That's very important to me.

Mr. LAMBERTH. He's a Virginian, you see, like Gasque.

Commissioner HESBURGH. Yes; go right ahead.

Mr. GASQUE. Dr. Pullen——

Dr. PULLEN. I didn't mean to leave myself open for questions.

Mr. GASQUE. One part of the answer to your question, as far as

the Warren County High School is concerned—remember, up to this point only the high school has been desegregated—is that we were able to put into being for the first time a rather adequate program of guidance and counseling, and by having a reduced number of students the individual students got more attention.

Commissioner HESBURGH. Yes, sir.

Mr. TERRELL E. POWELL. I had a similar experience to Mr. Lamberth, in that our high school was closed for a full year in 1958. Yours was closed for a half year, I believe I understood you to say.

Mr. LAMBERTH. That's right.

Mr. POWELL. I wonder: What amount of credit were high school students permitted to earn if they were out for one semester, for a half a year? Say a 10th-grader. What did he do?

Mr. LAMBERTH. Well, as I said, if they went to a tutoring group —it was a tremendous job—we evaluated that credit and gave them all that we could. In the case of a child who had not gone to school anywhere, we made provisions next summer for a long enough summer school for him to make up the difference.

Mr. POWELL. Thank you.

Commissioner HESBURGH. Yes, sir. Dr. Green.

Dr. GREEN. I would like to ask a couple of things, two questions, the first just about these transfers. Do you work through the State pupil replacement board?

Mr. LAMBERTH. We do. We work with the State pupil placement board, and I didn't bring that record with me, but the gentlemen of the pupil placement board could tell me, but since the appointment of this particular group of gentlemen who are here today, I think our recommendations have coincided. There were occasions, when the board was first organized, back in 1957 or 1958, when the pupil placement board did not approve our admissions, but we were forced to do it by court order.

Dr. GREEN. Another question dealing with the grants that your board has to pass upon and pass out: Are the funds that Norfolk has to provide—are these just superimposed upon the regular cost of running the public schools?

Mr. LAMBERTH. It is a part of Virginia law—these lawyers may check me, but I think I'm right—that the tuition grant appropriation by locality cannot be a part of the school budget. It's a separate item.

Dr. GREEN. So that, in effect, this is what——

Mr. LAMBERTH. In our situation, we are under the city manager plan of government, have been for decades in Norfolk—the city manager, in presenting his budget to the council, includes our

budget, and he puts in a separate item for tuition grants. Of course, he confers with me or someone in our department to find out what we think it will take, but that is a part of the total city budget and not a part of our budget.

Dr. GREEN. In terms of overall cost to the taxpayer, is there any increase because of this system, in your opinion?

Mr. LAMBERTH. Well, there has been no increase in our tax rate for several years. In a growing city like ours I think it's been well managed, and the tax rate has been kept relatively constant, despite the fact that our budget, our school budget, in the last 2 or 3 years has grown by nearly $4 million, which in our community is right much money.

Dr. GREEN. Thank you.

Commissioner HESBURGH. Any further questions?

Mr. REEVES. I have a question.

Commissioner HESBURGH. Yes, sir. Mr. Reeves.

Mr. REEVES. Did the school board assume any affirmative responsibility in having the schools or getting the schools reopened during the time they were closed?

Mr. LAMBERTH. I don't believe under State law they could do anything when they were closed.

Mr. REEVES. Was there any——

Mr. LAMBERTH. I was under the impression—you see, the State laws were not declared unconstitutional until, I believe, January 25. Isn't that right, Mr. Denny?

Mr. DENNY. January the 18th.

Mr. LAMBERTH. January the 18th.

Mr. DENNY. 1959.

Mr. LAMBERTH. January the 18th. Our schools reopened on February 2d, and our school board was in court most of that time. If they were doing anything affirmative, it was in the court.

Mr. REEVES. The second question: Were there any private groups or parents who took any action——

Mr. LAMBERTH. Yes; there were.

Mr. REEVES. To try to have——

Mr. LAMBERTH. There were.

Mr. REEVES. Could you tell us about that?

Mr. LAMBERTH. Well, we had in Norfolk a group known as the Committee for Better Schools, a committee for better schools, it was known before, and I don't remember what their name was. Maybe one of my assistants here—do you remember the name of that?

Mr. HILTON. No, sir.

Mr. LAMBERTH. I don't remember the name now. Maybe Mr. Hill would remember. You don't know either? But there were

groups that did work toward the opening of schools in somewhat the same fashion the ladies have described in other communities of the United States.

Mr. REEVES. Was it in Norfolk that a group filed a suit independent of the suit of the individual plaintiffs?

Mr. LAMBERTH. That's right; to reopen the schools.

Mr. REEVES. To reopen the schools.

Mr. LAMBERTH. I can't give you—unfortunately, I was in Europe with Dr. Brain when that suit was tried and I can't give you the details of it.

WRITTEN STATEMENT OF MR. EDWIN LAMBERTH, SUPERINTENDENT OF SCHOOLS, NORFOLK, VA.

The U.S. Commission on Civil Rights has requested me, as superintendent of the Norfolk city schools, Norfolk, Va., to provide it with "a firsthand account of new developments in the desegregation of public schools, the attendant problems and various methods that have been used to overcome them." To do this it is necessary to give the Commission a background into the legal history of desegregation as it occurred in Norfolk.

On May 11, 1956, the Norfolk City School Board and the superintendent of schools had served upon them their first summons to answer within 20 days, the complaint, civil action No. 2214, of eight legal pages, which in substance was that the defendants were operating separate schools for Negro and white children which is in violation of the 14th amendment of the Constitution of the United States.

The first applications were made on June 10, 1958, and by July 17, 1958, we had received 151 applications for admission of Negroes into the white schools for the 1958–59 session.

On July 17, 1958, the last day of receiving applications, the school board adopted the following standards and criteria:

1. The assignment shall not endanger the health or safety of the child assigned to or the children already enrolled.
2. The assignment shall not interfere with the proper administration of the school.
3. The assignment shall not interfere with proper instruction of pupils already enrolled in the school.
4. The assignment shall be made after consideration of the applicant's academic achievement and the academic achievement of the pupils already within the school to which he is applying.
5. The assignment shall be made with consideration for the residence of the applicant.
6. The assignment shall consider the physical and moral fitness of the applicant and their relation to the general health and welfare of the pupils already enrolled in the school.
7. The assignment shall consider the mental ability of the applicant seeking enrollment.
8. The assignment shall take into consideration the social adaptability of the applicant seeking enrollment.
9. The assignment shall take into consideration the expected emotional and social adjustment of the pupil to the school to which he is assigned.
10. The assignment shall take into consideration the cultural background of the applicant and the pupils already enrolled in the schools.

In applying these criteria, the board authorized the superintendent to administer a program of tests and interviews. At the end of 1 month, on August 18, 1958, the board adopted the following resolution disposing of all 151 applicants and transmitted it through its attorneys to the Federal judge:

"Stripped of the racial overtones, the basic problem here is whether certain pupils should be transferred from one school to another or initially enrolled in a specific school. The reason set forth in their requests is primarily that

it is more convenient for the students to attend the selected school than to attend another school to which, otherwise, they would be assigned.

"Although the school board is aware that the petitioners are all of one race asking to be assigned, for the first time in the history of the Norfolk city school system, to schools of the opposite race, it has attempted to approach the problem from the standpoint of sound education.

"Accordingly, the first premise in considering any of these applications is that only those pupils who are sufficiently mature or advanced scholastically should be considered. Upon this assumption, the school board on July 17, 1958, adopted a resolution setting forth certain criteria to be applied toward all applications for transfer or enrollment. At the same time, procedures were set up for testing the applicants and otherwise processing the petitioners. After careful examination and extensive interviews, the information relative to all of the applicants has been collected by the administrative staff and reviewed by the school board.

"There were 151 children who applied for transfer or initial enrollment. One withdrew his application, 61 declined to take the tests prescribed by the school board, and 1 declined to complete the testing procedure by refusing the interview. Accordingly, the board hereby declines these 63 applicants.

"Of the remaining 88, 60 were clearly unsuitable for the assignment requested. The vast majority failed to meet the minimum scholastic requirements. The others were denied for equally cogent reasons. As for the remaining 28, the board feel that these applicants fall into two categories:

(1) "Of four of these pupils, one has sought assignment to Maury, one to Granby, and two to Blair. Considering these applications against its understanding of the U.S. Supreme Court's decision in Brown versus the Board of Education, the school board believes that the individual applicants would receive no educational benefit from the requested assignment, but would only suffer thereby. It is believed that the isolation which would be caused by such an assignment would be detrimental to educational progress and may well cause emotional instability and even detriment to health.

(2) "Of the remaining 24 children, 9 requested entry to Norview Elementary School, 6 to Norview Junior High School, and the remaining 9 to Norview High School. As to these children, the board feels it must deny their applications because it is not in the best interest of the applicants nor of the present students to grant such petitions. Racial conflicts have occurred in this area in the past and the board is of the opinion that integration there would renew such conflicts and produce grave administrative problems within the school system—all to the detriment of good education and the public welfare.

"Nine of the Norview children, who have met the minimum scholastic requirements, are applying for entrance to Norview Elementary School. They reside in the Rosemont-Coronado area in which the city of Norfolk is now making plans to build an elementary-junior high school which will be ready for occupancy in September 1959. In addition to the reasons set out above, the school board believes that the transfer of these nine children would at most be for the period of 1 year, or until the Rosemont School is opened, and the dislocation occasioned to the children by the multiple transfers is not good for the children. It must be further borne in mind that the school to which they seek entrance, Norview Elementary, is so crowded that it will be on part time during the school year 1958–59.

"Accordingly, the 151 petitions are denied."

Seven days later, August 25, 1958, the Federal judge called the school board and superintendent into court and reviewed the history of this litigation, reminded us of our oath to carry out the law and the other responsibilities of our positions, and referred all applications back to us for further consideration, ending with the following statement:

"With complete faith in the integrity and ability of the school board of the city of Norfolk, as well as your desire to obey the law of the land and do justice to all mankind, the applications of the 151 Negro children are referred back to you for such further consideration, if any, as you may deem proper and legal by reason of my remarks."

The judge called for our report on August 29, 1958, at 10 a.m., allowing only 4 days to restudy these cases. In his remarks he accepted the criteria of geographical limitations, scholastic achievement, and would give some thought to

too frequent transfer, which he later accepted. He made it clear that he would not accept racial tension or isolation.

The chairman of the school board read the report on August 29, 1958, at 10 a.m., as ordered by the court. The board prefaced all assignments with the following statement: "Contrary to what all the members of the School Board and the Division Superintendent of Schools honestly and sincerely believe is in the best interest of the applying children, the children in the affected schools and the public in general, but pursuant to the law as interpreted by the court, these 17 children will be assigned to the 6 white high schools as listed." The remaining 134 were denied as in the first report.

The school board petitioned the court to defer the assignments for 1 year, and gave reasons for the request, but was refused. The district judge refused to grant a stay of his order as did the chief judge of the court of appeals. However, the court of appeals agreed to hear the case on its merits within 4 days; therefore, the board delayed the opening of the schools until the appellate court could render its decision.

The decision of the court of appeals denied the request and the school board, by resolution on September 27, ordered the schools to be opened on September 29, 1958, with the 17 Negroes admitted. The Governor was advised and he sent a letter on Sunday, September 28, by special messenger, closing the six high schools affected and removing them from the public school system.

These six secondary schools closed until February 2 and were opened after both the State supreme court of appeals and a special three-judge Federal court had declared the massive resistance laws unconstitutional on January 19, 1959. This action closing 6 of our high schools denied education to approximately 10,000 children.

What happened to the 10,000 children forced out of school? After it appeared that the schools might not open for some time, many enrolled in other public schools far and wide, some entered private schools when they were available, but the largest number went to tutoring groups set up by teachers and parents. Thus Norfolk became the scene of much unusual educational activity.

The following petition was presented to the city council on January 27, 1959, signed by 100 leading business and professional men of Norfolk:

"While we would strongly prefer to have segregated schools, it is evident from the recent court decisions that our public schools must either be integrated to the extent legally required or must be abandoned. The abandonment of our public school system is, in our opinion, unthinkable, as it would mean the denial of an adequate education to a majority of our children. Moreover, the consequences would be most damaging to our community. We therefore urge the Norfolk City Council to do everything within its power to open all public schools as promptly as possible."

The Federal district judge issued an order on January 23, 1959, stating that the statutes of the Commonwealth of Virginia were declared to be "in violation of the 14th amendment to the Constitution of the United States and therefore void" and the said school board and division superintendent of schools were now "restored to their respective rights, duties, and obligations of which they were purportedly divested," and were enjoined from discriminatorily closing any school because of racial integration.

The school board by resolution therefore directed the superintendent of schools to open the six closed schools on February 2, 1959. There were no incidents as schools reopened.

Since Norfolk began the desegregation of its schools, three enrollment periods have passed. In September 1958, there were 151 applicants. As has been pointed out in this report, 17 were finally enrolled in 6 white high schools on February 2, 1959, after the schools had been closed for the first term with 10,000 children out of their regular classes.

In September 1959, there were 23 Negro applicants for white or predominantly white schools. The school board recommended the admission of two. The Federal judge held that there were no grounds for refusing admission to three others, making a total of five. Three of the five students were admitted to high schools already desegregated. Two were admitted to an elementary school previously attended only by white children. This was the first elementary school to be desegregated.

In September of 1960, 31 Negroes applied for admission to schools attended by white or predominantly white students. One was recommended by the

school board for admission. The Federal court held that there were no grounds for refusing admission to five others. A total of six was enrolled.

A total of 28 Negro children has been enrolled in the 7 formerly all-white schools during the period of desegregation. One has been graduated, five have chosen to withdraw from school, return to an all-Negro school, or have moved from the city. Twenty-two remain on roll at this time.

If there are no further questions, Mr. Denny has asked to make a private statement as a citizen of Virginia, not as a legal counsel of the Prince Edward County School Board. So, since we are meeting in the Old Dominion, I don't think we can very well refuse him this provision, and we do it happily. If some Yankee wants equal time, we will consider that, too.

Mr. DENNY. Mr. Chairman, you are very generous. I shall take only a few moments, and I do so only for the reason that I have become greatly disturbed at the complete ignorance in many areas of the country, and displayed by the great national press, of the whole question of sentiment and purpose in the South. I think the Civil Rights Commission ought to know one fact and that the American people ought to know one fact and know it very clearly.

There are great areas of the South that are not going to send their children to a desegregated school. Now, anyone who approaches this question from any other foundation couldn't proceed on a worse fallacy.

The Supreme Court of the United States has handed down its opinion. That has not changed the view of the southern people one iota. The great mass of them—and I can speak for Virginia intimately—the great mass of people in Virginia—have no more use for a desegregated school today than they had in 1950—and I daresay that's true in every Southern State, and now in a great many Northern States.

Now, there's one other thing that ought to be made clear: Certainly in my opinion as an individual—and now very clearly I speak for no one other than Collins Denny—if the South had been in the situation, sir, that Montana is in or that Vermont is in, I daresay we would never have had a segregated school; but we try to be law-abiding, and we know that this little token integration that is now being contended for no more complies with that which is expected than does complete segregation. If it be illegal to segregate by race, sir, it is illegal to segregate by mental attainment on the basis of race.

We live on the verge of Washington. We have watched the white people flee from the city of Washington. We know—we read the papers—that in such places as New Rochelle, in Chicago, in Detroit, in New York City, they segregate there by ghettoing of residences

and there is the greatest confusion when courts try to compel the mixing of children.

We're going to comply with the law in Virginia, Mr. Chairman, not necessarily because we think the law is right. Perhaps we're going to do it simply because of a question of power, but the United States of America, sir, ought to know that certainly in the lifetime of many of us who are here, the people of the South are not going to send their children to a desegregated school.

What we're going to do under various court orders that may come on remains to be seen—it depends on what the court order may be —but I certainly do not, and the people of Virginia do not, indulge in the fears of my friend, Dr. Green, from Emory University, who, incidentally, comes from an institution of which my father was one of the founders and for many years one of the trustees. We are not afraid, sir, that we are unable to educate our children. We're going to educate them, but we are not going to educate them, sir, in desegregated schools.

And along with it, sir, we're going to obey the law, and in Virginia we're going to do what we have heretofore done. We are not going to have a single incident of violence. Now, it can be done. We've done it by public organization in Virginia.

There's an organization here known as Defenders of State Sovereignty and Individual Liberties, of which I happen to have the honor of being a member. Indeed, so long as they needed counsel, I was their counsel. We saw to it, sir, that there was not an incident of violence in Virginia, and we're going to continue to see to it. Now, any inquiries along this line are groundless unless that's realized. I thank you very much.

Commissioner HESBURGH. Thank you very much, Mr. Denny.

Mr. REEVES. Mr. Chairman.

Commissioner HESBURGH. Mr. Reeves.

Mr. REEVES. Not to demand equal time to speak as the Yankee——

Mr. DENNY. I beg your pardon, sir.

Mr. REEVES. I am not demanding equal time to speak as a Yankee, but I feel also, speaking as an individual private citizen and not in any official capacity, that there are some things which you have said which, for the record, I believe require answering.

I think what has been said here by school officials from Tennessee, other parts of Virginia, and other States gives rise to serious question as to the breadth of your assertion that you speak for the South.

I think you may well speak, as you have indicated, for some elements of the South, but I'm satisfied, from what has occurred since

1954, that there are people in the South and in the North who do not agree with the basic premise which you have enunciated that the people of the South are not prepared to send their children to desegregated schools.

I think, further, we are faced not as much with a problem of desegregation in some instances, but a question as to the real future of public schools as against what you referred to as the intent and purpose on the part of some organized groups to provide education through private schools.

I, for one, am impressed by what Dr. Green has indicated appears to be the impossibility, in practically,—and I think Prince Edward County is an outstanding example of the impossibility—of providing education for all of our children on a private school basis. Because I believe that in America we must recognize the white majority, which you do not represent, but the element of the white majority which you may represent, as well as the other groups that live in this country—that they have as much right to a public school education as those whom you represent may feel their children have to a private segregated education; and this being a country in which I believe most of us subscribe to the preeminence of the Constitution and laws of the United States, whether we agree with them or not, I'm satisfied that even in Virginia or in that part of Virginia which you represent, the time will come, under those laws, when those laws will prevail and when there will be that type of public education which affords to all people the equal opportunity for education which is basic and fundamental and essential to a surviving democracy.

I must hope that, as you, in your remarks, indicate a belief which I hope belongs to past generations, not present, as to the face of America, when we stand before the countries of the world, a situation in which happily, in a sense, your views do not represent the majority of those peoples, we will move toward that type of understanding and appreciation of these values which won't be faced with the intransigences which you represent, but rather with an effort toward understanding so that we can all share in, on an equal basis, all of the values of our democratic society.

Mr. Denny. I was not attempting to speak for anyone outside of the State of Virginia, Mr. Chairman, and there can be no question if left to Virginians today there would be no integrated schools.

Commissioner Hesburgh. Gentlemen, if I might interpose and use my faulty and perhaps feeble authority as Chairman here, I think what we have just experienced may be a kind of articulation of the historical moment we are going through. I think it's all to

the good that such views are frankly and freely expressed. That's part of what makes a democracy and it's part of what makes America. I think one could get to a point of futility after such eloquent expressions on both sides to prolong the discussion and repeat the same things over again.

For myself—I hope I speak for the Commission—we are very happy to be able to give at least the opportunity for such opinions to be expressed on both sides. I'm sure everyone, every person in this audience, has had the opportunity in his own heart and soul to take sides, and I am sure we have all done this. I don't think it is important that we vote on it at this point, because we are not going to decide anything, anyway; but, in any event, I am personally grateful to both of these gentlemen for their frankness and their eloquence in portraying what they believe and what they think is their opinion, and I am sure we, in our own way, in our own minds, vote the way we want to vote, and if I might at this point say we have had a good say on both sides, I would just as soon proceed with the proceedings, if that is agreeable with everyone.

Are there any further points of discussion on Mr. Lamberth's statement? If not, we would like to introduce the next person.

Mr. BERNHARD. Mr. Chairman, the next participant is Dr. Parkllan, the president of the Board of Education of Oak Park, Mich. Dr. Parkllan.

STATEMENT OF ARTHUR G. PARKLLAN, PRESIDENT, BOARD OF EDUCATION, OAK PARK, MICH.

Dr. PARKLLAN. Thank you. I bring you greetings from the North. I feel out of place in this group. Our school district is not operating under a court order.

Mr. Chairman, I would like to introduce to you, and through you to the participants in this conference, Dr. James N. Pepper, our superintendent, and Mr. Clifford May, who is sitting over there, our assistant superintendent, who have graciously consented to attend this conference with me.

Commissioner HESBURGH. Excuse me. Could we have Mr. May sit with you during this presentation?

Dr. PARKLLAN. Be happy to. I would like to pay my respects to the school administrators present. I think that they, more than any group, are charged with the implementation of integration procedures.

Oak Park's superintendent, I believe, symbolizes the concern, skill, and diplomacy of our school administrators. I would like publicly to acknowledge our debt to him.

No case of integration by application of law is ever easy, as many communities throughout our Nation have discovered. While most cases of integration in schools have come about as a result of accepting the law of the land, that is, the Federal law, Oak Park's integration came about as a result of accepting the law of the State of Michigan.

Briefly stated, Oak Park is a middle-class white community composed of professional and business people who have great hopes for their children. The children are highly motivated, highly ambitious, highly capable, and highly achieving students who regularly rank on an average in the 70th percentile in both achievement and school ability tests.

The residents of the Carver School District, on the other hand, represent the lower-lower socioeconomic level of the population, with about 70 percent of its residents passively dependent upon public aid of one sort or another. There are few places in the country which have such a large concentration of hard-core social and economic problems. Time Magazine represented it as a "cesspool of vice and corruption." The students do not achieve at a high level. This situation is remarkably similar to many of those cases presented to your conference last year. It involves the introduction of a culturally different, disadvantaged Negro population into a school system composed of a large percentage of high achieving and culturally privileged students. This situation is one which is being faced or will soon be faced, in varying degrees, by innumerable schools systems throughout our country.

Historically, the Carver School District, which is adjacent to Oak Park, had been in financial difficulty for many years for a number of reasons. Students in grades 9 through 12 had been attending Detroit high schools for a period of 13 years on a tuition basis. Detroit, with problems of overcrowding of its own, indicated that beginning in September 1960 it would no longer accept any new tuition students from Carver, but would allow those who had begun their secondary education in Detroit to complete it there. Due to overcrowding in both adjacent communities, Carver was faced with adding a ninth-grade class to their elementary school. The residents balked and decided to make an issue of the poor education that their children were receiving at Carver. At length the Governor of the State became involved in the proceedings.

At a public meeting at Carver, Governor G. Mennen Williams pointed out, with the backing of the State superintendent of public

instruction, an unusual section of the school law which indicated that

> * * * when a school district is dissolved, following the resignation of members of the board and failure to elect new members, the county board of education has the authority to attach the territory to one or more organized districts. The consent of the districts to which the territory is attached is not required.

As a result, on September 12, 1960, the Carver School Board resigned. On October 26, 1960, a special election was held to elect a new board of education. No qualified electors stood for election. On November 10, 1960, the Carver School District was attached to the Oak Park School District.

This, briefly, is how the attachment and integration of the all-Negro Carver School District to the all-white Oak Park School District came about.

Between September 12th and October 26th, vocal extremists at both ends of the scale fought vigorously. School board members became buffers between them but, thanks to the understanding of the large majority of the community, the great professional skill of our school administration, and the determination of the board of education to hear all sides of this complex situation and not be stampeded into a precipitous decision, one way or the other, the community was not split down the middle.

Immediately upon attachment, the Oak Park Board of Education made a statement which was to set the tenor for the entire attachment proceedings. I quote:

> * * * all facilities will be used to achieve an orderly transition that will earn the respect of all citizens throughout the State and Nation.

Despite great pressure on the board of education by a segment of the community to fight the constitutionality of the attachment in the courts, the Oak Park Board of Education on December 15 made a public statement accepting the attachment, its responsibility for the education of the children in Carver, and indicated its determination to provide the finest education possible for all of the children in the district, and this included the Carver School.

While the board of education was clarifying its stand for the public, the school administration under the leadership of Dr. James N. Pepper, the superintendent, was implementing the policy set down by the board. This took the form of a three-pronged approach to the problem: (1) Immediate action, such as the transfer of all properties, bank accounts, payrolls, teacher and student records, etc. (2) Short-term action, such as the initiation of immediate studies of the health condition of the pupils, the adequacy of

school supplies and equipment, safety hazards, sanitary facilities, relations with staff and parent groups, and the status of the school lunch program, etc. (3) Long-term evaluations, such as curriculum evaluation, establishment of comprehensive testing program, evaluation of teacher performance, etc.

The selection of items in the second category, that is, short-term action, was not accidental. They are noncontroversial. No one can dispute the fact that poor health influences pupil achievement, that all children must have adequate materials with which to perform their daily tasks, and that parents in a community are entitled to know what is going on in their local schools.

On December 16, Mr. Clifford May, the assistant superintendent in charge of instruction, informed the board of the actions taken by the administration thus far. They included the certification of children for speech therapy and other special education classes; the filling of immediate needs for classroom and instructional supplies; the sharing of the district's library and audiovisual materials; the sharing of physical education equipment; setting up of an immunization clinic in the Carver School in early January; beginning an in-service training program for the teachers in the Carver School; extension of all consultant services; bringing in Carver teachers and parents to serve on major school-community planning and advisory committees; and 12 other similar items.

Curriculum evaluation and the evaluation of teacher performance as well as the innumerable other facets of a complex school operation cannot be attached summarily, but require time for the careful planning which characterizes good administration. Concurrent with the attack on the short-term problems above was the planning which emerged beginning in January, some 7 weeks after the legal attachment took place. It included—these are, by the way, pamphlets:

"Questions and Answers Regarding Carver School," which came out on January 1, 1961. This was a statement of the facts concerning the Carver School, such as the number of students involved, boundaries of the school district, and questions which the community and professional personnel in the school had been asking.

The second item was "Some Major Problem Areas of Royal Oak Township and the Carver School." This came out on January 12. This document presented the overall problems of not only the school district but the entire community. It included education, health, coordination between agencies, employment, law enforcement, housing, street lighting, and recreation. Work in this overall area was initiated and carried on by Hon. Arthur E. Moore, judge of probate of Oakland County, who has long fought for a comprehensive

approach to the problems of this district. This is being done with the cooperation of the school district.

The third pamphlet was "A Proposed Program for Educational Improvement in the Carver School Area." This is a comprehensive plan covering all aspects of the school program. It listed the major objectives of the program and the administration's plans for implementing them.

The administrative staff of the school district is now in the process of implementing the programs which have been planned. Some are finished, some are in process, and some are of a continuing nature.

One important product of the positive leadership provided by the Oak Park School District has been a greater degree of coordination among the social agencies working in the Carver community. The recognition of the long-range value of education as a means of helping individuals to reach a goal of self-sufficiency is a concrete concept around which all groups can rally.

While difficult to generalize, some guidelines have emerged which have helped to ease our integration process. They are: (1) Demonstrate good faith by getting to work immediately in a necessary but noncontroversial area; (2) evaluate the problems on the basis of long- and short-term goals; (3) reduce goals to a workable size; and (4) keep the community informed.

In retrospect, on the night of the attachment, the superintendent and some members of the board of education visited the Carver School, which was holding a PTA meeting. He welcomed them to the school district. Since that time the board of education and the staff of the Oak Park schools have availed themselves of every opportunity, of which there have been many, to maintain close communication with both staff and parents at the Carver School.

The process of keeping a community informed, the parent-teacher associations, the social agencies, the school staffs, and other community organizations is a never-ending one. Through newsletters, personal appearances upon request, and regular board of education meetings, this has somehow been done. With an informed, intelligent citizenry, an energetic, professionally alert administration, and a sound board of education much more will be done to fulfill the goals we have set before us. Thank you.

Commissioner HESBURGH. Thank you very much, Dr. Parkllan. Now, if there are any questions for Dr. Parkllan or Dr. Pepper or Mr. May—Dean Storey? Governor Carlton? Mr. Bernhard? Mrs. Cole?

Mrs. COLE. Dr. Parkllan, I understand that next fall the eighth-

and ninth-grade pupils from Carver will attend the Oak Park schools.

Dr. PARKLLAN. Yes. We have one junior high school and one senior high school. They will be attending in grades 8 and 9 beginning this coming September.

Mrs. COLE. Can you tell us: Is any special orientation effort for both the pupils and parents being undertaken—among the white parents or the Negro parents—for this event?

Dr. PARKLLAN. I'm very happy to say that we have received a great deal of support from an organization called the Oak Park Community——

Mr. CLIFFORD B. MAY. Organization.

Dr. PARKLLAN. The Oak Park Council of Community Organizations. I never say it. I just say OPCCO. [Laughter.]

This group, from the very beginning, has indicated a tremendous amount of support, and this means that all of the social agencies that belong to this group support us through newsletters, support us through defending the position of the board, defending the attachment and indicating the citizens' support for the education of all pupils in their school district.

Mrs. COLE. Thank you. There was one other question I had, if I can remember what it was.

Commissioner HESBURGH. We will give you an extra chance, if you would like to come back to it.

Mrs. COLE. Yes. I can't think of it right now.

Commissioner HESBURGH. Mr. Isbell.

Mr. ISBELL. Dr. Parkllan, how many Negro students in the eighth and ninth grades will be entering the Oak Park School next September?

Dr. PARKLLAN. There are 90 eighth-grade children and 33 ninth-grade children.

Mr. ISBELL. And how large are the classes; that is, how large will the eighth-grade class be altogether and the ninth-grade class? Do you have a rough idea?

Dr. PARKLLAN. Between 300 and 400.

Mr. ISBELL. For each of those grades?

Dr. PARKLLAN. Yes.

Mr. ISBELL. I wonder if you have this figure: Do you know what the average academic achievement of the Negro children in these grades is going to be or what it is in comparison to the national norm? Do you have any rough figure on that?

Mr. MAY. I can only estimate. We have been doing some testing. We have analyzed some testing results. I would judge, from what we have learned thus far, that the percentile level, using national

norms, for the Carver students will be somewhere between 25 and 30 as compared with Oak Park's 65 to 70.

Commissioner HESBURGH. Mr. May, are you going to put in some kind of a track system to take care of that situation?

Mr. MAY. We have a track system now in our high school, and there will have to be some adjustments to this, some extensions of this program. Very definitely.

Commissioner HESBURGH. I should like to mention at this point that at our meeting last year at Gatlinburg and previous to that in Nashville, a meeting which dealt mostly with integration of the border States, we found that on almost every occasion where a Negro student came from an all-Negro elementary school into what had formerly been an all-white high school, the achievement was a year or two behind that of the all-white high school; that is, the achievement of the all-Negro elementary school was a year or two behind that of the all-white elementary school. So, the students coming into high school were disadvantaged if they came from an all-Negro elementary school.

We asked the question, in every single case of all of these border State superintendents of schools—and you can check this in the publications that were published on both of those conferences—as to what they were doing so that there would be no hurting of the educational process by this integration, and in every case they said that they were going in for something they should have gone in for a long time ago, which was some kind of segregation by ability, and that in almost every case they would find some Negroes in the upper track, although there might be a preponderance of them in the lower track, and over the course of years they felt, from their experience, of trying integration at the high school level, it was much better to start at the elementary level, because then you didn't get this lack of equal ability at the high school level. I just—yes, Mr. May.

Mr. MAY. Since I quoted some testing results, I would like to make this observation and express this opinion: I think that the results that we have are not true indications of the inherent abilities, the potential of those students. I think we can atribute what we have learned through testing to the fact that these children have been very definitely disadvantaged. They have lived in a segregated community where there have been very real physical and social barriers. I think that when these youngsters receive the type of exposure that I think they should have and the opportunities that they deserve, those results will change.

Dr. PARKLLAN. May I add, Father Hesburgh: The adjustment of the tracks in our school district was a situation which we had

already begun because of the tremendous growth in our school district. In 1952 there were 57 students. Today we have 6,500, in addition to 1,100 others that we just got from Carver. Now, that's in 8 years. We have had a fantastic building program. We have had an awful hard job just keeping up with the brick and mortar. However, this adjustment in the track program is not occurring because of the children that are coming in from the Carver School District. It had already begun. Various areas of it may be increased, but the actual work on the tracks had already begun.

Commissioner HESBURGH. Thank you very much, Dr. Parkllan. Does anyone—yes.

Mrs. EUGSTER. Dr. Parkllan, do you contemplate any expansion of your remedial instruction facilities to help these low-achieving Negro students to raise the level of their achievements?

Dr. PARKLLAN. I think that Dr. Pepper could discuss this much more intelligently.

Mr. MAY. We don't expect to add new programs. We have had a very comprehensive program of remedial training, of special education. We have in our high school and junior high a program that we call study skills for students who are underachievers, and I expect personally that we will simply extend those programs.

Commissioner HESBURGH. I believe——

Dr. PARKLLAN. May I add something, Father Hesburgh? One other point: This may be a paradox of sorts, but we in the Oak Park School District have had Negro teachers in our school district for some years. At the time of the attachment we were employing three Negro teachers. These were all superior teachers, and this, I believe, was completely in line with the attitude of our administration to get the best teachers that were available, regardless of color.

Commissioner HESBURGH. Thank you, Dr. Parkllan. Mrs. Cole.

Mrs. COLE. Yes. Thank you. I remembered what I wanted to ask. In some earlier correspondence with Dr. Parkllan he mentioned they planned a continuing adult education program. I wondered if you would like to explain what you have in mind, what you mean by that.

Dr. PEPPER. We intend to develop some kind of a continuing type of education for adults, because we cannot, in our concept of education, separate the adults from what happens in the classrooms as far as kids are concerned. It doesn't make—well, it makes a lot of difference, of course, what we do for them during the 6 hours they are in school, but when they leave the school, if nothing happens at home, if many things are undone, then much of what we have

done in the school, of course, has been lost. So, we are attempting to think along the lines of developing some kind of a program where the kids, where the parents are at the present time—it may not—we don't know exactly what this is going to be yet. We are thinking in terms perhaps of what is happening in Flint, where they start with the very basic needs at home. It may be just a matter of washing clothes or something like that, or how to do—just the basic things that they need to know about in order to have decent home conditions.

We have not developed this. We are working now on the matter of finance, trying to get money to do these things, but we are hopeful in the future we will have some program that will run parallel to what is happening in the classroom during the day.

Commissioner HESBURGH. I believe one of our staff members has also remembered a question he forgot to ask before, which may even go back into some former testimony, but, Mr. Isbell, will you——

Mr. ISBELL. I didn't remember this. It just occurred to me. Having asked Dr. Parkllan about this academic gap, I was interested to ask, Mr. Lamberth, whether you have any figures that would indicate what the average academic gap in Norfolk is between the students in the white schools, on the one hand, and those in the Negro schools, on the other. I don't know how these things are put. Dr. Parkllan put it in terms of—I don't know whether it was an average percentile of the national norm—something of that sort.

Mr. LAMBERTH. I do not have any figures on Norfolk with me, but I think it is a matter of record in the court cases in Virginia—some of these lawyers may be able to check me—that on the average there is a difference, and it is greater as we go up in the grades. They have had a high school problem, which has accentuated, I am sure, that the difference increases—I don't know the exact figures—it is somewhere about a grade to a grade and a half around the high school grades of achievement. I don't know the percentiles. I think that's a matter of record in some of the court cases in Virginia.

Mr. DENNY. Mr. Chairman, I do not have the figures with me, but I know the tests recently conducted by the State board of education show what Mr. Lamberth has said to be a fact, that the difference in mental attainment, mental capacity, grows greater as the child gets older.

There has been a good deal of question from some sources in the State concerning the accuracy of those tests. They could be gotten from the State board of education, but it so happens there was held here in Williamsburg on February 2 a meeting of more than 500

Negro parents and teachers, which was keynoted by a professor at Hampton, and the newspaper release says:

> In a program note, Wednesday night conference, delegates were told that: "Regardless of arguments concerning what it was that was being tested, the fact remains that the overall achievement of our pupils is on the average considerably below that of some other groups. Any discussion of achievement which ignores this fact will be meaningless."

I think people of all races here in Virginia are persuaded that at the present time there is considerable difference in that field, and it had a great deal to do with the views of many Virginians.

Commissioner HESBURGH. I might add one point to this and then we will give you the floor, sir, and go on to our next speaker. We have found in many of our considerations of the problem in the Northern States that one great effect of it, that causes a lag in achievement, is the lack of aspiration, and the point has been seen in northern slums, for example, that if a youngster grows up in a disadvantaged neighborhood, with parents who are the first to lose their jobs in the hard times and the last to get jobs in good times, where they don't have available to them certain social opportunities, certain occupations, certain jobs, certain professions, where there are so many things foreclosed to them in the normal course of their lives, this necessarily causes a lack of aspiration, and I think most of the school people in the room will agree with me on this one point: That one of the greatest factors in the educability of anybody is motivation and aspiration. If a person, a youngster, lacks this motivation, the reason for studying hard, the reason for achieving, I think it's just a corollary that he will have low achievement. Sir, I believe you in the middle have——

Dr. BRAIN. Mr. Chairman, it was just a minor point, but in the last comment of Mr. Denny, from an educator's point of view, I would probably take issue and challenge the comment mental capacity varies in this regard. I don't think it's mental capacity. I think he's talking about academic achievement and progress in school.

Commissioner HESBURGH. Are there any further—yes, Mr. Powell.

Mr. POWELL. I might add something to that since we use the student placement law and part of our criteria is on the achievement score. We have a very competent testing program in our schools, and we have found in the colored schools approximately a 1.4 median average as compared to the white schools over the city. However, we also find that some of our all-white schools in the low economic parts of the city deviate just as much from all of the white schools in the West. So, I don't believe you could say it is due to segregation, but perhaps due to environment, economic conditions, and motivation that the student might lack.

Commissioner HESBURGH. Any further discussion on this point? Yes. Dr. Green.

Dr. GREEN. Perhaps it would be relevant to cite what has happened in Washington, D.C., where in 1954 or 1955–56, which was the first year that all elements in the school system were included in the same testing program—prior to that apparently they used different sets of tests—they found at that time, in 1955–56, that there was a sharp drop in effect in the overall average for the level of achievement in the school system, presumably because Negro students were included; that is, the drop from what had been true for the white school system prior to that time. By 1959, although there were increased proportions of Negroes in the school system, they had gotten back up to the average that had been true for the white schools only in Washington before desegregation.

Commissioner HESBURGH. I believe there was a question back there. Yes, Mr. Parkllan.

Dr. PARKLLAN. I would like to make one final comment, and it concerns our community. I don't think there is any community in the United States, North, South, Middle West, East—it doesn't make any difference where they are—where you are going to get unanimous support on any issue. This was true in Oak Park also. We have people who are just as sincere in their concern about problems of segregation and integration as my friend from Virginia here. However, they were in a great minority, and their major concern was in how this problem could be financed. I think that this is a concern that all of us have. By and large, though, the community, a large percentage of the community, supported the school board right down the line.

SUPPLEMENTAL MATERIALS SUBMITTED BY DR. ARTHUR G. PARKLLAN, PRESIDENT, BOARD OF EDUCATION, OAK PARK DISTRICT SCHOOLS, OAK PARK, MICH.

CARVER SCHOOL MEMBERSHIP, NOV. 25, 1960

Kindergarten	107	7th grade	94
1st grade	139	8th grade	99
2d grade	107	9th grade	41
3d grade	101	Junior high enrollment	234
4th grade	120	Special education	38
5th grade	96		
6th grade	94	Carver School enrollment	1,036
Elementary enrollment	764	Detroit high school	161

CARVER SCHOOL MEMBERSHIP, FEB. 10, 1961

Kindergarten	101	7th grade	83
1st grade	130	8th grade	90
2d grade	100	9th grade	33
3d grade	93	Junior high enrollment	206
4th grade	102	Special education	42
5th grade	90		
6th grade	81	Carver School enrollment	945
Elementary enrollment	697	Detroit high schools	133

CARVER SCHOOL STATISTICAL REPORT, DEPARTMENT OF ATTENDANCE

School year: 1958–59.

Enrollment at the conclusion of fourth Friday, 1958–59: 1,860.

Enrollment, June 19, 1959: 1,766.

Total dropouts and marked left: 94.

Total number of students as listed by grades and causes for absences, dropouts, and marked left are as follows:

KINDERGARTEN—ENROLLMENT, 209

Poverty-stricken homes	129
Dropouts (5 boys, 7 girls; reasons—moved)	12
Reentered	4
Court cases	2
Absences	842

GRADE 1—ENROLLMENT, 240

Poverty-stricken homes	68
Dropouts (2 boys, 2 girls; reasons—moved)	5
Reentered	1
Court cases	1
Absences	837

GRADE 2—ENROLLMENT, 219

Poverty-stricken homes	64
Dropouts (7 boys, 4 girls; reasons—moved)	11
Reentered	3
Court cases	2
Truant	4
Vandalism	7
Absences	901

GRADE 3—ENROLLMENT, 222

Poverty-stricken homes	78
Dropouts (7 boys, 4 girls; reasons—moved)	11
Reentered	5
Court cases	3
Truant	9
Vandalism	13
Absences	1,141

GRADE 4—ENROLLMENT, 190

Poverty-stricken homes	105
Dropouts (4 boys, 6 girls; reasons—moved)	10
Reentered	2
Court cases	3
Truant	11
Vandalism	21
Absences	864

GRADE 5—ENROLLMENT, 199

Poverty-stricken homes	70
Dropouts (6 girls, 6 boys; reasons—moved)	12
Suspensions	3
Reentered	6
Court cases	4
Truant	6
Vandalism	20
Breaking and entering	6
Absences	931

GRADE 6—ENROLLMENT, 158

Poverty-stricken homes	53
Dropouts (4 boys, 1 girl; reasons—moved)	5
Reentered	4
Suspensions	4
Court cases	3
Breaking and entering	7
Truant	11
Vandalism	14
Absences	791

GRADE 7—ENROLLMENT, 160

Poverty-stricken homes	42
Dropouts (1 boy, 6 girls; reasons—moved)	7
Reentered	4
Cyesis	3
Suspensions	3
Court cases	2
Breaking and entering	4
Truant	7
Vandalism	56
Marriage by force	2
Soliciting	2
Absences	664

GRADE 8—ENROLLMENT, 138

Poverty-stricken homes	26
Dropouts (4 boys, 5 girls; reason—moved)	9
Reentered	2
Cyesis	3
Suspensions	4
Court cases	1
Breaking and entering	4
Truant	9
Vandalism	9
Soliciting	4
Absences	519

SPECIAL EDUCATION—ENROLLMENT, 31

Poverty-stricken homes	7
Dropouts (2 boys, 1 girl; reasons—moved)	3
Reentered	3
Suspensions	3
Breaking and entering	2
Truant	3
Vandalism	1
Absences	96
Marked left as the results of graduates	174

Agencies who have assisted in keeping our court cases to a minimum are: (1) Area Service Association, (2) juvenile officers, (3) Youth Protection Council.

STUDY AND COORDINATING ACTIVITIES IN CARVER SCHOOL, DECEMBER 16, 1960

1. Children have been certified for speech therapy.
2. Ninth-graders tested, plans formulated for testing all other children prior to June 1961. County will score and tabulate results.
3. A sampling survey completed of health problems, indicating the need for a more comprehensive local program.
4. Coordination and planning of the special education program is underway.
5. Immediate classroom supply and instructional materials needs have been determined and are in the process of being filled.
6. Staff evaluation is underway and conforms with the Oak Park program. The Carver administrators have been given some training in the use of the Oak Park program.
7. Human relations committees have been organized at all school levels and include Carver teachers and teachers from the other schools.
8. Some secondary school departmental and elementary school grade level planning has been started. Planning of secondary school programs with administrators, counselors, and department chairmen has started, but will be more definitive when testing results are available.
9. An analysis of the more severe student problem cases have been undertaken by the special services staff—involves members of Carver staff.
10. Audiovisual and library materials are being shared with the Carver School.
11. Mr. Schroeder is investigating the possibility of expanding the hot-lunch program with the assistance of increased Federal and State aid.
12. Planning of the physical education program is underway. Some equipment is being shared.
13. Oakland County Board of Education has agreed to conduct immunization clinics in January.
14. Planning of the budget for Carver has been started. Staff needs are being analyzed. From present indications, the needs will not greatly, if at all, exceed those which were projected last year.
15. The Helping Teachers will devote approximately 20 full days to the Carver School with three purposes in mind:
(*a*) To acquaint the Carver staff with the Oak Park instructional program.
(*b*) To assess the present program of the school—materials in use, pupil problems.
(*c*) To determine inservice training needs of the staff.
16. Coordinated planning of the music program has been started. Classroom teachers and the music teachers have been given a limited amount of service.
17. Mental health and instructional consultants have been involved to a limited degree in the assessment of problems of the schools.
18. Contacts will be made soon after the holidays with representatives of the agencies which have been active in the Carver area.
19. Carver teachers and parents are serving on major school-community planning and advisory committees.
20. Contacts with Carver teachers have been made by Oak Park art consultants. Some service has been provided.

QUESTIONS AND ANSWERS REGARDING CARVER SCHOOL, JANUARY 1961

1. How many children are coming into the Oak Park High School?
Present plans are to transfer Carver high school students to Oak Park High in September 1961. The present enrollment of the eighth and ninth grades in the Carver School is 133. An additional 157 are enrolled in Detroit Northern and Southwestern. Present plans calls for these students to complete their high school training in Detroit, if Detroit is willing.
It has not yet been determined if Carver seventh- and eighth-graders will be transferred to the Oak Park Junior High. The present enrollment in this year's sixth and seventh grades is 175.
2. How many students are involved?
There are 736 children in grades K–6. Two hundred and twenty in grades 7–9 and 43 in special education rooms. The total now enrolled in the Carver School is 999. An additional 157 are enrolled in Detroit high schools.

3. Are all the children in Royal Oak Township in the Carver School District? If not, what district? Also, when was the school district formed?

Approximately 800 Royal Oak Township children attend the Grant School which is in the Ferndale School District. The Grant School has been in the Ferndale District for more than 40 years.

The Carver District was created in 1944 when it was detached from the Clinton School District. The balance of the Clinton District is now the Oak Park District. The detachment was accomplished by popular vote of all residents of the original Clinton District.

4. What portion of Royal Oak Township has Ferndale already absorbed?

As was indicated above, the area served by the Grant School has been part of the Ferndale District for more than 40 years. The Grant School serves the area east of Wyoming.

5. The question of overcrowdedness in the Oak Park schools is often raised. How will the attachment affect this condition?

With the opening of the Clinton School as a junior high school near the end of January 1961, it will be possible to maintain full-day sessions for children at all grade levels through the balance of the school year 1960–61. Full-day sessions are planned for all children through the school year 1961–62. To maintain full days for all children beyond the next school year, classroom additions to existing elementary schools in Oak Park will be required. An addition to the high school will be needed during the next 3 years.

6. What active aid is the county board of education going to give Oak Park? What is the responsibility of the county board of education to maintain the high level of instruction in Oak Park?

The only direct financial aid which the county is legally authorized to provide is restricted to special education. The county will reimburse the district for the cost of two classrooms in use for special education in the Carver School. The county will also provide funds for the operation of the four special education rooms in the Carver School.

In addition, the county provides services in the area of instruction, special education, and special services. Some of these services have been increased since the attachment of the Carver School.

The county board of education has the same responsibility to Oak Park for the maintenance of standards that it has to all other districts in the county.

7. Are the Carver children prepared to enter an advanced area of instruction such as Oak Park and keep up with Oak Park students, or will Oak Park students be held back academically?

The academic evaluation of Carver students has not been completed. A testing program for all carver students is in progress and will be completed prior to June 1961. The philosophy of providing for individual differences in students which is traditional to Oak Park will be continued, if the community continues to provide the necessary finances. It is anticipated that some existing special programs and services will be extended and new programs initiated as the need is indicated. If the existing flexibility can be maintained, existing standards need not decline.

8. What control does our administration have over children who do not live in the Carver area but attend our schools by giving false addresses–

The Oak Park District, as well as others in the State, has the responsibility of restricting attendance to residents of the district. If the attendance department determines that there are nonresidents, these persons will be removed.

9. If all the teachers in the Carver School have B.A. degrees and some M.A. degrees, and their cost per child with State aid is close to what is spent here, why is it that their education needs so much upgrading?

Total per capita expenditures do not necessarily indicate the relative level of quality in instruction. How the money is spent—the types of services for children and for teachers—must be considered in the determination of quality.

10. Why wasn't action taken by the State or county years ago when the problem was first present?

One can only speculate about this question. Why does society permit segregation and discrimination to exist after these conditions have been definitely established?

11. Why can't the 17 vacant rooms be used for the high school?

Because of the additional expense of equipping high schools, it is not economical to maintain decentralized units, in most instances. For a school district of Oak Park's size, it would not be economically sound to establish two high schools except as an emergency, short-term measure.

12. Will Oak Park High School lose its accreditation if it has to continue with half-day sessions?

The continuation of half-day sessions beyond the end of January 1961 is not contemplated. If the voters of the district continue to support bond and millage issues, it should not be necessary to reestablish half-day programs.

13. Is there any possibility that reshuffling of students between Carver School and nearby Oak Park schools may occur? In other words, is there a possibility that Carver School may be used to ease pressure on Oak Park schools by transferring students there?

For the past 10 years, the Oak Park District has striven to establish and maintain neighborhood elementary schools. This arrangement has many obvious advantages, and a major effort will be made to maintain neighborhood school service areas. As was mentioned previously, it is advantageous to centralize secondary school facilities because of the expense incurred in the duplication of staff and equipment. From all present indications, all physical facilities of the Carver School can be utilized in the provision of services and programs for the residents of the Carver area. Plans are in progress now for maximum utilization of the Carver facilities for school-community programs.

14. I have heard that the behavior of the children in this area could be threatening to our children. Is there any real way of knowing what to expect in this area?

Undoubtedly, there will be problems arising out of racial integration which will cause some concern to parents and to educators. A thorough study is underway of possible problems and plans are being formed which will help to prevent or to alleviate these problems. None should develop which the administrative and teaching staff are unable to control. The positive attitudes which parents can help to instill in their children will contribute greatly to the success of integration.

15. According to a recent article in a national magazine, every type of vice can be found in this area. How can children of this background be assimilated with our children?

Vice does develop, as we well know, in a segregated, disadvantaged community. It is false to assume, however, that all children coming from such an area are corrupt themselves or will be a corruptible influence on others. Oak Park School officials will concern themselves with all negative community influences which tend to interfere with the learning of the wholesome and constructive values which we promote in our educational program. Without question, an extended period of education from the children and adults of the community is indicated. The positive values of the American society can be taught more readily in a nonsegregated setting.

OAK PARK DISTRICT SCHOOLS,
January 30, 1961.

MR. WILLIAM NORTON,
President, McGregor Fund, 2486 First National Bank Bldg.,
Detroit, Mich.

DEAR MR. NORTON: Copies of our proposal for foundation funds to establish and maintain a mental and physical health clinic in the Carver School are enclosed. The proposal includes a statement of needs, benefits to be derived, and costs of the project. I hope that I have provided the information

needed by you and members of the McGregor board to make a decision. If additional information is desired, I shall be happy to provide it.

I am enclosing, also, copies of a letter addressed to Judge Arthur Moore in which I endorsed his recommendation of a school-community coordinator. I believe that a capable person in this position could facilitate action toward the resolution of many of the difficult problems of the township. The creation by the Oakland County Board of Supervisors of a Committee on Economic Welfare should serve as a coordinating group for concerted action. It is my opinion that the establishment of the proposed health and psychological clinic would provide additional encouragement for greater efforts toward the solution of specific problems.

Favorable action on our proposal will be appreciated greatly and will indicate to us that you concur in our belief that even the most difficult problems can be resolved if concerned parties have the imagination and determination required.

Sincerely yours,

JAMES N. PEPPER, *Superintendent.*

OAK PARK DISTRICT SCHOOLS,
January 13, 1961.

HON. ARTHUR E. MOORE,
Probate Judge, Probate Court for the County of Oakland,
Pontiac, Mich.

DEAR JUDGE MOORE: I, too, enjoyed very much the exploratory luncheon meeting held last month with the McGregor Foundation folks. Now that the Oak Park School District has a direct responsibility in helping to meet the school and community needs of children and adults living in the Carver School area, I feel we do indeed have much in common.

I have given a great deal of thought to the proposals you outlined so well in your letter of December 23. In fact, I discussed your plan with members of the Oak Park Board of Education before replying. I did not detect any objections to the total all-out approach to the Royal Oak Township problems which you advocate.

Basically, I do feel that we are in agreement as to the needs of the children and adults of the Royal Oak Township and that action is now needed. We certainly concur that our first step is probably to employ a community-school coordinator. To this end we can give our complete support in helping to obtain the necessary foundation funds.

We appreciate very much the fact that we cannot separate school improvement from total community betterment. We do feel, however, that as a school district we have an immediate responsibility to attempt to give leadership to the development of sound educational programs for the Carver School children. We would hope that other appropriate agencies would join hands with us so that we could be more effective in dealing with the immediate and long neglected problems of that school.

I recently presented a preliminary "Proposed Statement of Goals for the Educational Improvement of the Carver School Area." The objectives outlined in this report are as follows:

1. Provide for the total health needs of the children of the Carver School area.
2. Provide a school-lunch program for all children who would benefit.
3. Provide for a sound vocational training program according to the needs of Carver secondary students.
4. Develop a community-wide adult education program for the adult population of the area.
5. Develop a year-ahead recreation program for the children and adults of the Carver School area.
6. Develop a total educational program comparable to that being offered in the original Oak Park District: Comparable leadership, staff, texts, supplies, equipment, classroom instruction, inservice training for teachers, library facilities and books, testing, provisions for handicapped children.

7. Develop a sound human relationship program for the entire Oak Park District in cooperation with responsible and recognized private, community, county, and State agencies.

8. Plan cooperatively with private, county, and State agencies in one effort to alleviate existing community and school conditions.

9. Develop a sound program of school-community relationships through improved school programing and communication.

As indicated previously, these goals are preliminary and will need to be expanded and improved upon. We plan, however, to present these goals formally at the next meeting of the board along with a recommended time schedule and means of implementing them.

You will note that our first aim is to attempt to provide for the health needs of the children of the Carver School area. We feel this basic need must be met before children can be expected to learn or profit from whatever we can do for them educationally. Due to the financial limitations under which the county health department must operate, we are not as optimistic as you are regarding the help we can expect from the county. However, we have been assured of the complete cooperation and help of the health department within the limits of the funds available. Our observations and study of the school situation at Carver clearly indicate to us that a very immediate need exists for the establishment of a clinic in this school, at least for a period of 5 years, until adequate service can be provided by other agencies or institutions. We feel a major step forward will have been taken if adequate funds are forthcoming for this purpose.

In view of the educational goals we set for ourselves, I am sure the Oak Park schools and community will cooperate in any constructive program that will bring about the total improvement of the Royal Oak Township area. We stand ready to assist in any way we can to accomplish this goal.

Respectfully yours,

JAMES N. PEPPER,
Superintendent of Schools.

To: Mr. William Norton, president, the McGregor Fund.
From: Board of Education, Oak Park District Schools.
Date: January 1961.

PROPOSED PROJECT IN THE RACIAL INTEGRATION OF TWO SCHOOL DISTRICTS AND COMMUNITIES

I. INTRODUCTION

A unique opportunity to demonstrate the possibility of successful racial integration in a difficult situation arises from a ruling of the Oakland County Board of Education to attach the George Washington Carver School District, a culturally deprived Negro area, to the Oak Park School District, a culturally advantaged white area. This situation has attracted national attention. A successful demonstration will advance the cause of integration and of education; failure will discourage future efforts to achieve effective social action and will indicate that the matter is considered by persons outside the communities directly affected to be of purely local concern.

The racial difference is only one factor in the Carver-Oak Park situation. Others are:

1. Relatively high academic standards in Oak Park; relatively low academic standards in Carver.

2. An educational program which is financed primarily by the local taxpayers of Oak Park versus an educational program which is financed primarily from State tax revenues in Carver. There is a wide disparity in the ability of the residents of the two areas to finance education.

3. Modern and functional physical facilities exist in Oak Park, but these are fully utilized at present. Provision for physical facilities has been made on the basis of the population growth rate of the original Oak Park District. Facilities in the Carver School are less modern and functional. Many disruptions and much expense will result from sharing of facilities.

4. Wide differences exist in housing, economic, health, and cultural opportunities of the two communities.

5. Separate governmental units are involved, with the school district distinct in organization and administration from the city of Oak Park and Royal Oak Township. Services such as recreation and library are provided by the city of Oak Park and are restricted to the residents of the city. Health services to Carver children have been provided primarily by the Oakland County Board of Health and by the private health agencies which function in this area.

It should be recognized that racial integration seldom, if ever, occurs under ideal conditions. However, the social and cultural barriers, difficult as they are to overcome in themselves, may be compounded when very real economic problems also exist. If sufficient funds are not available from sources other than local tax revenues, a financial hardship will be incurred by Oak Park residents and existing standards of education will decline temporarily, if not permanently.

The Oak Park District is ready to accept this situation as a challenge and to establish pioneering projects. A heavy investment of school district funds and energies is already committed to the solution of these problems. This investment is premised on the assumption that our community can demonstrate to the Nation and the world its ability to effect a high level program of integration, education, and community upgrading.

Following is a listing of objectives and means in the program which Oak Park proposes to undertake. With the exception of the health and psychological clinic, for which this proposal seeks support, the expense of these efforts will be underwritten by the school district and cooperating public agencies.

II. A PROPOSED PROGRAM FOR EDUCATIONAL IMPROVEMENT IN THE CARVER SCHOOL AREA

Objectives	*Recommendations for implementation*
1. Provide for the health needs of the children of the Carver School area.	1. Establish and operate a combined medical, dental, and psychological clinic as a stopgap measure until this function can be adequately discharged by other agencies. Employ a full-time nurse and school social worker. Funds to be sought from foundation sources.
2. Provide an adequate school-lunch program which would be available to all children who could benefit.	2. Expand present facilities and staff to serve a majority of students. Present cafeteria serves 100 children with 8 free lunches provided. This capacity should be expanded to 500–600. Arrangements to be made through county and State agencies for increased food allotments.
3. Provide the direction and facilities for a vocational education according to the needs of the secondary school pupils of the Carver area.	3. Begin to plan immediately with the State vocational education department a comprehensive program in view of instituting the program in 1962–63, or at the time that additional facilities can be made available at the high school.
4. Develop a communitywide adult education program according to the needs of the adult population of the area.	4. Retain on a temporary basis a research consultant from one of the State universities to assist with the determination of program needs. At a slight cost, considerable assistance would be furnished in obtaining foundation funds. The research consultant should be employed at the earliest possible date in order for programs to begin in the fall. The temporary research consultant should be replaced next year by a director of school-community education.

Objectives	*Recommendations for implementation*
5. Develop a total educational program comparable to that being offered in the other Oak Park schools.	
(*a*) Comparable leadership and staff.	5. (*a*) Increase budget allowances for the Carver School over other Oak Park schools by approximately 25 percent annually until a comparable level is reached. Continue to seek financial assistance from State and other available sources.
(*b*) Comparable supplies, texts, and equipment.	(*b*) Same as (*a*).
(*c*) Comparable inservice training programs for staff.	(*c*) Plan an intensive inservice program.
(*d*) Comparable library facilities and books.	(*d*) Increase allocations approximately 25 percent.
(*e*) Comparable testing and evaluation programs.	(*e*) Extend Oak Park program to Carver. All children to be tested prior to June 1961. Testing committee to analyze results before next September.
(*f*) Comparable provisions for handicapped children.	(*f*) Consolidate facilities and staff special education—secondary program in 1961, and elementary program in September 1962. Employ additional staff in September 1961: 1 helping teacher. 1 diagnostician. 1 curriculum coordinator.
(*g*) Transfer Carver secondary students.	(*g*) (1) Transfer Carver 9th- and 10th-grade students to Oak Park High School, September 1961. (2) Transfer seventh- and eighth-grade pupils to Oak Park Junior High School, September 1962.
6. Plan and develop a year-round recreation program for the children and adults of the Carver School area.	6. Since recreation is not a direct function of the Oak Park schools, exploration should be made as to the possibility of extended agency assistance of a program to be administered by the Oak Park schools.
7. Plan cooperatively with private, local, county, and State agencies to assist in alleviating existing community conditions in the Carver area.	7. Meet with legally constituted agencies of government and other groups to study and assist in expediting, whenever appropriate, needed programs in the total community—unemployment, housing, community protection, etc.
8. Cooperate with community and other groups interested in developing better understandings in the field of human relationships.	8. Meet and plan for immediate and long-range programs with staff and community groups—CAC, OPCCO, PTA's, and other organizations interested in developing unity and understanding.

Objectives	*Recommendations for implementation*
9. Develop a continuous program of community-school communications.	9. (*a*) Encourage Carver membership in all existing school and school-community related groups and organizations. (*b*) Encourage joint participation in common projects and activities. (*c*) Provide coordination and unity as one function of a newly appointed director of community-school education. (*d*) Provide a continuous flow of printed materials and other types of information regarding the school programs—its aims, plans, activities, policies, staff, etc. (*e*) Provide for appropriate exchange programs and activities as a natural part of the total school program at the proper time and under the proper leadership and direction. (*f*) Provide for comparable orientation programs for staff, pupils, parents, and community leaders.

III. PHYSICAL AND MENTAL HEALTH NEEDS OF CARVER CHILDREN

A preliminary survey of the health needs currently existing of the Carver School pupils has been completed, consisting of a systematic review of each CA 39, the cumulative record for kindergarten, first, sixth, eighth, and ninth grades, as well as those students enrolled in classes for the mentally handicapped. In addition, conferences were held with the Carver administrative staff, counselor, and attendance officer, as well as with their four other special education teachers.

It is impossible to separate educational and health problems, and both must interrelate with the socioeconomic conditions of the community. The area surrounding the school appears to be one of extreme deprivation, squalor, and filth. Many of the adult population, all Negro, are receiving financial aid, either through the welfare department or from aid to dependent children. Visits to the homes by the attendance officer reveal a most urgent need for a strong adult educational program, focusing attention to teachings on nutrition, budgeting, cleanliness, need for regular medical and dental care, home and family living, etc. These problems enter Carver School each day with each pupil, intimately affecting all the educational processes. Thus, the conventional role of the school must be reevaluated here, turning more attention to the medical and socioeconomic problems, thus necessitating a strong school health services program.

A survey of existing hospital and clinic facilities already existing in Metropolitan Detroit reveals gross inadequacies as these services relate to the Carver community. In fact, obtaining emergency hospital care for accidents occurring in school has been most difficult, and thus far it has been virtually impossible to get any clinic to give routine physical examinations. The Oak Park District schools are now faced with the problem of the medical and dental indigency of the Carver students, without adequate resources or personnel of our own, in this specific and pressing problem area.

The Oakland County Health Department has serviced the Carver area, providing the total school health program and generalized public health nursing services for the community. Since the Oak Park Board of Education provides for specialized school nurses, this service will be extended to Carver, no later than September 1, 1961. In the meantime, we have requested that the health department continue to service the school with their nurse until June 1961. Services available at the present time from this source are far from sufficient to meet the need which exists.

The Oakland Visiting Nurses Association has established a maternity and a well-child conference clinic in the Carver area. The former is open to the community 2 days per month, and the latter approximately 3. Other than a planned parenthood clinic, apparently there are no other medical facilities within the school area.

Specific health needs:

1. Physical examinations

Out of 561 cumulative records systematically reviewed by specific grade levels, with figures kept in relation to their alphabetical filing, only 39 students, all in kindergarten, had a recorded physical examination within the last year. Further breakdowns revealed that such physical examinations are practically nonexistent with older groups; for instance, only 12 out of 125 eighth- and ninth-graders have ever had a physical recorded, none having more than 1, and none tested after 1952.

Particularly revealing is the breakdown for the 40 students enrolled in Carver's special education classes for the mentally handicapped. Of all students, the handicapped are the most worthy of extensive services. Were we to exclude the moral factor, which we cannot, the financial practicability of the cost of maintaining these rooms would in itself demand that all possible causes of nonachievement be fully evaluated. Yet only 3 of these students have ever had a physical examination, despite the fact that a minimum of 16 had been retained repeatedly, 2, 3, and in one case 5 times.

A psychological evaluation dated November 1959 mentioned both a vision and hearing loss on a student, plus an organic brain involvement on a student who has been in a special education room since 1953. There were no notations to show that any followup had been done other than vision screening in February 1959, which the child failed.

One pupil record in this group had the notation "attacks," again without written evidence of followup. This child had been placed since September 1953 and, in addition, had failed to be promoted twice previously.

Another psychological report, filed in the pupil's record, requested that a neurological examination be done for a possible brain injury; again, no notations of what followup had been done. Another psychological, dated February 1960, on a child already placed, stated that retardation could not be diagnosed until after a physical examination had been done, with the recommendation made for retesting after a medical examination. This was on a child whom the teacher described as extremely malnourished, underweight, constantly lethargic, as well as emotionally disturbed. The teacher had no information relating to any followup.

Fifteen of these 40 students had been referred to the attendance officer for excessive absences from school, with reasons listed as no heat, no shoes or other clothing, respiratory infections, fever, infected tonsils, sinus disturbances, neglectful parents, etc. There were no indications of any followup at all to assist in these preventable and correctable reasons for excessive absences.

The four teachers in this group, in a brief 5-minute conference, listed the following suspected physical defects for which they wished diagnostic assistance:

Four suspected brain injury, based either on test results or behavior.
One student with possible petit mal seizures.
One student who "blanks out" at frequent intervals, reason unknown.
Three hearing losses known since October 1956.
Three visual defects; in addition, 2 students who have "needed glasses for 2 years."
One student with undiagnosed skin rash existing continuously since September.
One congenital disfigured face.
Three seriously underweight.

If we can accept these teachers' observations as correct, and if the school records are accurate, it appears necessary that each child in the Carver School have a complete physical examination at this time as a basis for any future programing.

It is the general consensus of our medical consultants, Drs. B. Gaber, H. Meisner, and C. Salisbury, that this examination should include tuberculin testing, hemoglobins, and Kahn tests.

2. Dental

Dr. Richard Cristl, D.D.S., director of the dental division, Oakland County Health Department, feels the dental problems to be of such magnitude as to warrant a full-time dentist for both preventive and corrective procedures. When asked if the 90-percent figures for these students would be considered accurate in establishing dental needs, Dr. Cristl was firm in his statement that more than 99 percent of the Carver students require dental aid now.

There has never been a sodium fluoride topical application program at the Carver School, but the health department does allot a half schoolday per week at their dental clinic. The children cared for at the clinic do receive a treatment of stannous fluoride. However, our school dental consultants, Drs. W. Edelson and S. Berman, D.D.S., stated that stannous fluoride treatments, to be most effective, should be done yearly on any child started.

There are no records in the CA 39 indicating which students received the stannous fluoride, or which students received dental clinic help.

3. Immunization records

Immunization data of Carver for these specific grades is broken down, as follows:

Grade	Number of students	Number currently immunized against diphtheria, pertussis, and tetanus	Adequate smallpox immunization	Poliomyelitis vaccine series of 3 injections
Kindergarten	109	49	42	41 (4th dose must be given by June 1961).
1st	169	59	41	35.
6th	118	None. 86 were done December 1956. All require booster.	86 done December 1956. All due for repeat December 1961.	76 in December 1958. Not recorded as yet. Information not available in this group.
8th and 9th (CA 39 filed together).	125	None. 68 done December 1956. All require booster.	62 done December 1956. All due again December 1961.	35 (4th dose for these must begin June 1961).
Special education	40	None. 20 done December 1956. All require booster.	20. All will be due again December 1961.	8.

In the kindergarten group, 39 students received their immunizations through private physicians; in first grade, 36 were privately done; by sixth and eighth grades the private physician rate had dropped to 13 and 12 students, respectively, the latest record being in 1952.

All of the rest of the immunizations were done through a school clinic sponsored by the Oakland County Health Department in December 1956. Some students did go to the health department for immunization; however, transportation difficulties have made this impractical.

A mass poliomyelitis vaccination Clinic for all Carver students was held by the health department in November and December 1958; 840 first injections were given in November, but only 628 second doses in December, and 520 third doses; thus, only the latter figure can be interpreted as completing the series. Another clinic should be held in June 1961 to insure the adequacy of protection by health department standards.

It is desirable that regular and routine clinics be set up to adequately immunize all students, not only enrolling children. This is particularly necessary in lieu of the diphtheria epidemics of recent years in areas surrounding the Carver School District.

4. Data concerning vision and hearing screening program, December 1960

Grade	Total enrollment	Date of vision screening	Number who have never been screened	Date of hearing, screened record	Number not screened
Kindergarten	109	None	None	None	None.
1st	169	None	None	May 1960	52.
6th	118	54 (February 59).	64	May 1960: 54; September 1956: 18.	64.
8th and 9th (filed together).	125	72 (February 59).	53	September 1956: 46; May 1960: None.	79.
Special education.	40	12 record (February 59).	28	September 1956: 8; May 1960.	32.

The Oakland County Health Department had a vision screening program in February 1955, again in February 1959. Their hearing screening was done in September 1956 and again in May 1960. The Oak Park students are screened every other year.

The first-graders did not receive vision screening in February 1959 when the program was last held (they had not entered as yet), thus would have to wait 3 years before next county screening.

Hearing screening was done in May 1960; according to the county health department scheduling, they will not be screened again for 3 years from that date.

Only 4 of the 118 sixth-grade students are recorded as receiving a vision screening in 1955; 54 had their first recorded screening in 1959 when they were fourth-graders. Sixty-four have never received a vision screening although now in the sixth grade, almost through their elementary school life.

The eighth grade, in keeping with the Oakland County Health Department policy to screen only students for hearing losses in grades K–5, did not receive testing in May 1960. Thus, 79 have never been screened, and only 46 of this group were done in 1956.

5. Mental health problems

A series of pressing mental health needs exists among the Carver population, both as a result of intrinsic community factors and as a result of the coming interaction among Carver students and the present Oak Park High School group. An important segment of the activity of the proposed health clinic should be devoted to an attack on these problems.

The major mental health issues so far identified as a result of studies and conferences carried on jointly by the present Carver School staff and the Oak Park administration are as follows:

1. Delinquent and antisocial behavior, resulting both from individual psychopathology and cultural deprivation.
2. Individual emotional maladjustment, growing out of poor home backgrounds and deprived human relationships.
3. Anxiety concerning academic achievement, particularly among those youngsters who will be attending Oak Park High School in the fall.
4. Anxiety concerning racial relationships and integration into the Oak Park schools. This appears both among students and parents and is a possibly serious source of group antagonism.
5. Anxiety surrounding school academic curriculum, vocational choice, and eventual vocational placement.

These problems, most of which are of long standing in the Carver community, seem to have been exacerbated by the impending fusion of the students with Oak Park High School students.

We consider that a solution to these problems is an absolute necessity if the consolidation is to be carried out at a minimum cost of human suffering and community expense. Thus, we propose to devote a substantial part of the activity of the health clinic to an attack on them.

Specifically, we would hope to provide service both to students and community in the form of mental health service, education, and consultation. An attack on the community anxieties and tensions via neighborhood group work,

classical social casework, and community mental health education is proposed. Counseling of students, particularly those in the eighth and ninth grades, would be increased. Individual treatment of emotional disorders of a neurotic, rather than a sociocultural origin, would be of lesser priority, although highly desirable.

IV. BENEFITS OF THE PROPOSED PROGRAM

There is general recognition on the part of persons, either directly or indirectly interested in the problems of the Carver School, that the prevailing situation is practically without precedent. This statement is valid on at least two bases: (1) The legal action which resulted in the abrupt assumption of total responsibility by the Oak Park School District for providing for the educational needs of Carver children and youth; and (2) the division of responsibility for education—related and community services among a number of governmental and private agencies whose efforts in the past have been largely uncoordinated.

The preceding statement of educational objectives, under subtitle II, indicates a recognition that a broad-front approach must be taken to the basic problems which create and perpetuate a deprived school and community such as Carver. Efforts to improve the academic standards of the school will be dissipated and frustrated if coordinated steps are not taken to upgrade the health education and welfare of all citizens of the community.

The provisions of comprehensive health services is normally a community and agency rather than a school function, but it must be recognized that this is not a normal community. Present indications are that adequate health services from the usual sources will not be available for a minimum of 2 to 3 years, if then. In the meantime, it will be necessary to integrate Carver students with Oak Park students. This poses two types of handicaps of immediate import: (1) Individual students who have health defects will be disadvantaged in their efforts to respond to academic opportunities which are presented; and (2) a social barrier to successful integration is represented by the fears and doubts which Oak Park students and their parents hold concerning the possible spreading of health problems.

Because integration of students will occur in September 1961, there is urgent need for the immediate creation of services which will make possible the early identification and correction of prominent health problems. This can best be accomplished by establishing a clinic in the Carver School under the supervision of the Oak Park Board of Education. A comprehensive program of medical, dental, and psychological services would be provided for all students enrolled in the Carver School. The program would be maintained until adequate services are available from community health agencies. The project is planned on a terminal basis to allow health agencies to conduct their studies of needs, to structure desired programs, and to allow the Oak Park School District to develop tax sources for the financing of permanent school services—school nursing and school social work. It is probable that the school district and health agencies could evolve a cooperative plan for continuing this program beyond the extent of the pilot project. The establishment of an action program around a tangible area such as health needs will make virtually inevitable the coordination of activities of the many municipal and private agencies which will be active in the eventual total rehabilitation of the entire community.

The recent approval of a committee on economic welfare by the Oakland County Board of Supervisors should facilitate the determination of health and other needs and the possible means of financing programs to meet those needs. It is conceivable that, if this committee develops a forceful approach to the problems of Royal Oak Township, the period of time during which the district provides health services could be shortened.

Success in this pilot undertaking could well serve as an incentive for accelerating other programs which will be effective in alleviating the very difficult and perplexing problems of Royal Oak Township.

To summarize, the following benefits should be realized:

1. Remedying of the most pressing physical and psychological barriers to the effective education of Carver students.

2. Providing an interim foundation for the development of a permanent service program to be supported jointly by the schools and community agencies.

3. Providing a setting for action research on problems of racial integration.
4. Focusing efforts of community agencies on health and other problems.

V. FOUNDATION REQUEST

A grant of funds be provided to establish and maintain a combined medical, dental, and psychological clinic to serve children enrolled in the Carver School from March 1, 1961, to June 20, 1963, or until such time as these services can be financed through other sources.

Six classrooms in the Carver School would be designated for the use of the clinic. Estimated costs of the project are:

1. Building costs:	
Remodeling	$1,500
Equipment, lab instruments	6,800
Total	8,300
2. Personnel costs (annual):	
Full-time secretary	3,600
Full-time public health nurse	6,400
Part-time (⅓) laboratory technician	1,500
Full-time school social worker	7,200
Fund for physicians, dentists, psychologists, and psychiatrists on consulting and treatment-needs basis	20,000
Total	38,700
3. Materials costs (annual):	
Drugs, lab supplies	1,000
Appliances	500
Testing and educational materials	500
Total	2,000
Grand total	49,000

It would be desirable to employ a nurse, a school social worker, and a secretary at the earliest possible time in order that a more complete survey of health needs can be undertaken. Medical, dental, and psychological professionals would be retained as diagnostic, treatment, and program needs are more fully determined.

A continuing grant for a 3-year period would permit the desired upgrading of the health status of Carver pupils and would allow time to assess the need for permanent services and to provide for financing through normal tax sources.

February 20, 1961.

Mr. EUGENE KRASICKY, *Assistant Attorney General, Office of the Attorney General, State of Michigan, Lansing, Mich.*

DEAR MR. KRASICKY: We were pleased to receive your letter of February 2, relative to the proposed amendment to the State Aid Act for the school year 1961–62 as it would apply to the recent attachment of the Carver District to Oak Park. I have delayed forwarding our response in order that members of our board of education might have the opportunity to react to the various provisions of the proposal.

At the regular meeting of the board on Thursday, February 16, the following comments were emphasized relative to the proposal:

1. The Board is gratified that the State of Michigan recognizes the financial problems that the Oak Park schools have encountered and will continue to persist as a result of the attachment last November.

2. The formula proposed to counterbalance the financial losses to the Oak Park District resulting from the attachment was deemed to be sound provided certain modifications and extensions could be made. In view of the multi-

plicity of problems we have encountered in our efforts to equalize educational opportunities in the Carver area with those of Oak Park, we believe the following would constitute an equitable application of the formula:

1st year 4/4 (1960–61)	$244,144.94
2d year 3/4 (1961–62)	183,108.71
3d year 1/2 (1962–63)	122,072.48
4th year 1/4 (1963–64)	61,036.25
5th year 1/4 (1964–65)	61,036.25
Estimate	671,398.63

3. We believe the above amounts would be justified for these reasons:

(*a*) The present Carver plant facilities have deteriorated over the year to the point where it is estimated that $50,000 to $100,000 will be needed to bring the facilities up to an average level.

(b) An inherited debt of $90,000 owed to the Detroit Board of Education will have to be paid at some future date.

(*c*) Increased costs will be involved in adjusting the Carver salary schedule to the Oak Park schedule, which is considerably higher.

(*d*) Increased special and supervisory personnel requirements will involve additional costs.

(*e*) It will require at least a 25-percent annual increase in Oak Park for at least 4 years, over and above the amount allowed for comparable sized schools, for supplies, equipment, and capital outlay items in order to bring the Carver School up to standard.

(*f*) Other costs over a 5-year period are involved in developing programs such as health and psychological services, vocational education, mentally retarded and other special education, adult education, and others designed to meet very special needs in the school area.

(*g*) It is also believed that it will take a relatively extended period of time to complete the present urban renewal development project, which offers the possibility for a more adequate tax base in the area.

(*h*) It is also anticipated that increased costs will be involved in making certain modifications in the secondary curriculum resulting from the acceptance of students whose capabilities require special programming.

4. In general, it is believed that it will take at least a 5-year program to bring the Carver School up to Oak Park standards without jeopardizing the present high standards expected in Oak Park.

5. The amount of $366,217.44, allowed under the proposed formula, will constitute about 10 percent of next year's budget. The anticipated enrollment increase resulting from the attachment is expected to exceed this percentage figure.

In view of these conditions and others, we would appreciate consideration being given to the amended formula suggested above. Please be assured, however, of our appreciation of your efforts to assist with our special financial problems. We stand ready to actively support any reasonable bill that may be proposed to the legislature. We would be grateful for an early reply as to your decision relative to the legislation that will be proposed.

Respectfully yours,

OAK PARK BOARD OF EDUCATION,
By JAMES N. PEPPER,
Superintendent of Schools.

Commissioner HESBURGH. If there is no further discussion on these points, I would like to go on to our final speaker for today, and then we have one final matter of logistics to settle for tomorrow.

Mr. BERNHARD. Mr. Chairman, the last participant for the afternoon is Mr. E. W. Ruston, superintendent of schools of Roanoke, Va. Mr. Ruston.

STATEMENT OF E. W. RUSTON, SUPERINTENDENT OF SCHOOLS, ROANOKE, VA.

Mr. RUSTON. Mr. Chairman, as I understand it, the meeting will adjourn at 5 o'clock, this session. It is now 3 minutes of 5 by my time. Shall I take 3 minutes?

Commissioner HESBURGH. I think you should not force yourself that closely. After all, it is our fault if we are a little bit late.

Mr. RUSTON. Well, it is my fault for not being here on time, too. I realize that. Members of the Commission, I want to reduce my remarks to a few brief statements, after which, in these few minutes, you may ask me some questions, should you like to do so. I was asked to prepare, by February 15, I believe it was, 20 copies of what I should present to you, and I begged out of it, and I have them with me now. So, I will give them to the Commission after finishing, sir.

This is Roanoke, Va. The State pupil placement board is a legal agency to assign pupils in the public schools of Virginia. In the spring of 1960 applications were received from parents of 39 Negro pupils requesting the assignment of their children to the schools previously attended by white pupils only. These applications were sent to the State pupil placement board for its decision. The State pupil placement board assigned 9 of these 39 children to 3 schools previously enrolling only white pupils. Desegregation in the Roanoke City schools, therefore, began in September 1960.

When the applications were received in the office of the superintendent of schools for the 39 Negro pupils to be assigned to certain white schools, the following steps were taken: The first was an administrative step, pure and simple. The applications were forwarded to the State pupil placement board by the superintendent of schools, with the full knowledge of the Roanoke City School Board; (2) at the request of the State pupil placement board the superintendent of schools and the local school board answered several questions and furnished certain information concerning the 39 applicants; and (3) the superintendent of schools and members of the school staff met with the State pupil placement board upon its request to discuss pertinent information concerning the applicants and to consider problems relating to local situations.

When the superintendent of schools was notified of the decision of the State pupil placement board to assign nine Negro pupils to previously all-white schools, it became necessary to make provisions to desegregate the schools affected.

Roanoke is a thriving, prosperous city of approximately 100,000 people located in the southwest section of Virginia. It is a city of beauty, culture, and refinement nestled in the Shenandoah Valley between the Blue Ridge and Appalachian Mountains. Its people have demonstrated over the years the finest traditions of American democracy. Roanoke is governed by law-abiding citizens, tempered with sound judgment, reasonable attitudes, and a fine appreciation of human values. The entire community was informed of the legislation regarding school desegregation. It knew about school situations in the State relating to the extent of desegregation, This enabled the citizens of Roanoke to react to the decision of the State pupil placement board in a calm, reasonable, and realistic manner.

Desegregation of the Roanoke city schools began with nine Negro pupils enrolling in three previously all-white schools as follows: One first-grader, one fourth-grader, and one sixth-grader at the West End Elementary School; two second-graders, one third-grader, and one fifth-grader at the Melrose Elementary School, and two seventh-graders at the Monroe Junior High School. Desegregation began in an orderly fashion, and the 1960–61 school session got underway in a very satisfactory manner.

The first semester of the 1960–61 session has ended and the second semester is now underway. The entire school program is progressing well, and there is good reason to anticipate a very satisfactory year in public education. It should be clear that gradual change in policy, procedure and tradition is not only practical, but is essential if sound progress in education is to be made. Radical, sporadic, and unreasonable demands on the public schools could bring about resentment, retrogression, and great harm.

The Roanoke city schools will continue to make sound educational progress within the framework of the laws governing public education, within the policies of the local school system, and with the support of the people of the city. Mr. Chairman, that's my statement.

Commissioner HESBURGH. Thank you very much, Mr. Ruston. We appreciate your abbreviation, and we are very happy to have these extra copies.

Mr. BERNHARD. I would just like to ask you one question. It is really an outgrowth of your comment about the tradition of the people in the city, itself. It may be an abundance of ignorance on my part, but I have never seen anything which reported any untoward incident or disorder accompanying the desegregation in Roanoke. Is that the actual fact, that there was no such incident or disorder?

Mr. RUSTON. That is correct; yes, sir.

Mr. BERNHARD. Could you just answer this: Were there any particular measures that the school authorities took or any private organizations took which may have affected this situation?

Mr. RUSTON. No, sir. I think this is something that has been going on over the years with respect to the way in which the races have worked together, the way in which we have tried to develop our school program, and right today in Roanoke there is what we call a youth forum consisting of students from different parts of the world, our own students from the white schools and the Negro schools. They are discussing problems of importance to them. They are participating in a day of activity that I think has a great deal to do with the kind of education that youth would like to have and would like to express themselves about. I think that, sir, would be a kind of an indication of what has gone on over the period of time —I have been there 8 years, and I think I know all about it—and, as the gentleman has been talking here about the real sociological development, to me this is steeped in sociology because, after all, these schools belong to the children of Roanoke and it is up to us to raise their aspirations and help them to develop understanding about the problems of their education and the seriousness of them.

Commissioner HESBURGH. Thank you, sir. Mrs. Cole.

Mrs. COLE. Mr. Ruston, the desegregation in Roanoke proceeded without incident, so far as we know. I wondered if any special steps were taken by the school authorities or the city authorities to see that this occurred.

Mr. RUSTON. I couldn't say that definitely any steps were taken in that direction, except that we knew, as I said in this brief statement, what was going on in the State and the extent of desegregation. Therefore, we had citizens' groups—I don't remember the names of them—I attended many meetings; so did members of the staff do the same thing, and members of the school board—in which we discussed the problems relating to the way in which the sitdown strikes—sit-in strikes, I believe they are called—might affect our city, how schools were being operated and what kind of things have been done over the years. We got some sort of an understanding of what would be necessary to do if we were faced with integration. The school board was kept informed of all that was going on.

It seems to me it's a matter of how we work with people. For example, if you're interested, you can get a story of 30 school systems that have been written up recently. It is a study made by the National Association of School Boards and the American Association of School Administrators. The purpose of it was to find out how

communities go about evaluating their schools. Fortunately, Roanoke was one of the schools written up, and I think that is one way in which we can answer a lot of questions.

There are a number of people that are working on school problems and problems related to school situations—juvenile problems and things of that sort—outside of school. The school has working relationships with the recreation department, for example, things of that sort. So, it seems to me it is kind of a gradual outgrowth of our working together and keeping our channels of communication open.

Mrs. COLE. Was there any organized opposition in Roanoke, Mr. Ruston?

Mr. RUSTON. Not that I knew or know of. I don't remember any of it coming above the surface, if there was any.

Mrs. COLE. That's all. Thank you.

Commissioner HESBURGH. Any further questions from the group?

Mr. DENNY. May I inquire what is the per cent of the Negro school population, the total school population, in Roanoke?

Mr. RUSTON. Mr. Denny, it's about 18 percent Negroes, of the total population.

Commissioner HESBURGH. Yes, sir.

Dr. ASHBY. One question that has been going through my mind this afternoon: This came up in connection with Mr. Lamberth's statement, I believe, but any of the Virginians might have an answer to it—if not this afternoon, because it is late, perhaps tomorrow. What is the impact or the ultimate wisdom of not having a school-attendance law in effect upon the problems of dropouts and school attendance? I know you have a dropout study underway, Mr. Lamberth——

Mr. LAMBERTH. Yes.

Dr. ASHBY. And that will tell more, perhaps, but I am wondering. Is this 4 years now this has been in effect?

Mr. LAMBERTH. That's right.

Dr. ASHBY. Two or four?

Mr. RUSTON. Your question is asking about school attendance?

Dr. ASHBY. Yes.

Mr. RUSTON. Compulsory school attendance?

Dr. ASHBY. Yes.

Mr. RUSTON. We have one.

Dr. ASHBY. Mr. Lamberth——

Mr. LAMBERTH. We do not.

Dr. ASHBY. You do not.

Mr. LAMBERTH. There is a law in Virginia that says if a locality wishes one it may have the framework for adopting one in a locality.

Dr. ASHBY. Do you know how many communities in the State do not?

Mr. LAMBERTH. I don't know.

Mr. RUSTON. I haven't the slightest idea.

Mr. LAMBERTH. There are several that do. It is a matter of record. Mrs. Cole made one statement. There was no incident in Roanoke. I would like to repeat what my statement says. There was no incident in Roanoke, and I don't believe any in Virginia. Is that right?

Mr. DENNY. That's right. No incident, no harassment, violence, phone calls, or anything else in Virginia.

Commissioner HESBURGH. Are there any further—yes, Mrs. Sand.

Mrs. SAND. Just regarding the compulsory school attendance in Louisiana, we don't have compulsory school-attendance laws, and since November 14—the combined enrollments of the two schools that were desegregated amounted to about a thousand children—since that time, to the best of my knowledge, there are 200 children who are not going to school anywhere out of just these 2 schools because there is no compulsory attendance law.

Commissioner HESBURGH. Mr. Hill, did you have your hand up?

Mr. HILL. I just couldn't—I didn't want to unduly take up the time, but I couldn't just stand still and say there has been no incident or no harassment or nothing of that sort. That is not true. There has been tremendous harassment by telephone calls. There have been economic actions taken against people, and that sort of thing, as a result of this school program of desegregation in Virginia.

Now, fortunately, we can say there has been no violence of the type there has been in other communities in respect to schools, but it's not fair to say there has been no harassment and there has been no economic boycott and there have not been people who have lost their jobs and that sort of thing, because unquestionably we can document that there have been innumerable instances where people have lost their jobs and all that sort of thing as a result of activity to desegregate the schools.

Mr. DENNY. May I ask where? I thought I was informed on that subject, and I had heard of none.

Mr. HILL. Well——

Mr. DENNY. I had heard of no charges of any.

Mr. HILL. Well, Mr. Denny, my ideas of your information and yours are too far apart for me to enter into any discussion with you about it, but there are instances. For example, sir, you know, as well as I do, that the gentleman who was the reverend of the Presbyterian Church there in Richmond—as a result of his activities on schools in helping to formulate opinions with reference to desegregated schools, he's no longer pastor in Richmond. We can point out innumerable instances in localities where ministers, young white ministers, have lost their churches.

I can point out to you, sir, right there in Prince Edward County—they know that the farm agent was run out of Prince Edward County. They won't admit it, but we know he was run out of Prince Edward County on the pretext he was instrumental in the desegregation activities. We know that here in Appomattox County when two or three teachers refused to go along with the movement to endorse the elimination of schools, if necessary, they lost their jobs. I can point out a number of instances all over the State where similar types of things have happened, if you're interested in knowing them.

Mr. DENNY. I might say, Mr. Chairman, that I am but one of a very great number of Virginians; that if a matter of that kind comes to our attention we're right ready to cooperate up to the hilt by any proper procedures to put an end to it.

Commissioner HESBURGH. Thank you very much, Mr. Denny. I would like to get into a logistic point, if I could. We are listed tomorrow to have a meeting from 1:30 until 4:30 in the afternoon. It so happens that some of our participants and some of our staff have to get out of here by 3 o'clock. I am in a rather embarrassing position of seeming to be working against the Lord here. I know some of you want to go to church in the morning, and I'm trying to somehow straddle the fence and leave everyone free to follow his conscience.

It has been suggested by the staff—and I merely present it as an option that you can take or leave, because it's your conference. The option has been presented that we meet here between the hours of 9 and 10:30 in the morning, allowing people to take care of their obligations before or after those hours, 9 to 10:30, and then in the afternoon from 1:30 to 3, formally closing the meeting at 3 o'clock sharp.

I should add as part of this option, in case someone wants to be free of this and be in church by 11 o'clock, I will guarantee we will be through here at 10:30 if we have to stop in the middle of a sentence.

Is that option agreeable to you—instead of taking the full 3 hours in the afternoon, to take from 9 until 10:30 in the morning and from 1:30 to 3 in the afternoon rather than the 3 hours as scheduled? Is that agreeable? Those who agree with that hold up their hands, please. I think we have a consensus.

There is one further announcement to be made by Mr. Bernhard.

Mr. BERNHARD. I've got one last announcement of great moment, and that is that the checkout time in your rooms is 1:30, and the hotel says that they will hold the luggage down by the checkout station here, but I do want you to know about it, and I think we have an obligation to vacate our rooms by that time. Thank you. I have just been reminded normal checkout time is 12 and we're getting an hour and a half leeway.

Commissioner HESBURGH. One last point, gentlemen and ladies: May I thank you all for your patience, your forbearance, and your wonderful cooperation today. I think we have had a fine day and we will look forward to another one tomorrow. Thank you.

CONFERENCE

BEFORE THE

UNITED STATES
COMMISSION ON CIVIL RIGHTS

Third Annual Conference
on
Problems of Schools in Transition
From the Educator's Viewpoint

WILLIAMSBURG, VA.

February 26, 1961, Morning Session

COMMISSION ON CIVIL RIGHTS

SUNDAY MORNING SESSION, FEBRUARY 26, 1961

PROCEEDINGS

Commissioner HESBURGH. Ladies and gentlemen, could we get started, please? As we mentioned yesterday, ladies and gentlemen, we will have this beautiful morning meeting concluded at 10:30 sharp. If anyone would like to leave before that, of course, just feel free to get up and leave. Mr. Bernhard, will you present the first speaker this morning?

Mr. BERNHARD. Mr. Chairman, the first speaker I know is here, but not present in this room. If we could take just one moment——

Commissioner HESBURGH. Let's go on to the next speaker. Apparently the first speaker is not in the room. So, we will go on to the second——

Mr. ROGERSON. Here she is.

Commissioner HESBURGH. Oh, excuse me. All right. Here we are. That's what you call a photo finish.

Mr. BERNHARD. The first speaker this morning is Mrs. Carla Eugster, executive secretary, Home Study, Inc., Montgomery County, Md. Mrs. Eugster.

STATEMENT OF CARLA EUGSTER, EXECUTIVE SECRETARY, HOME STUDY PROGRAM, INC., MONTGOMERY COUNTY, MD.

Mrs. EUGSTER. In Montgomery County, Md., in our integrated schools, we have brought together the same disparate socioeconomic levels which were described to you yesterday by Dr. Parkllan.

The white population in Montgomery County is in the upper middle-class professional group, by and large, and interspersed throughout this county we have small Negro pocket communities, working-class Negroes. They are employed as maids and trash collectors and unskilled laborers. One such pocket is called Ken Gar. It lies between the towns of Kensington and Garrett Park. It has a population of approximately 400 people, and approximately 100 schoolchildren, and it is in this small, substandard area that we started a voluntary effort to raise the school levels of the children which had been integrated into the previously all-white Kensington Elementary School.

I'll describe the nature of our program in a second, but I would like to just say one word about the nature of the academic disadvantage which children from a culturally and educationally and economically deprived area bring to school.

Integration alone, even when it begins in kindergarten, does not remove the economic disadvantage which such a child brings to school. This is something which we ourselves learned during the course of our program. The reason for this is that such children do not bring to school the conceptual or the experiential base on which a child builds his future education.

I would like to give you a very simple example of this. A child's vocabulary, for example, is very strongly conditioned by his experiences. We were trying to teach some kindergarten and first-grade children to practice distinguishing things which were alike and things which were different. In working with a small boy, I showed him pictures of three airplanes, two of which had a star on and one did not. I asked the child to show me the airplane which was different. He didn't understand the question because he didn't know the word "different." I asked him to show me the one which was not the same as the others. He still was not sure what I meant. I said, "Show me the one which is not like the others." This time he understood and he pointed to the airplane without the star.

I said, "What's missing?" He said, "That," and he pointed to the star.

"What's that?" I asked. He shrugged his shoulders. I urged him. I said, "Come on. I am sure you do know what that is." He thought very hard and then his eyes lit up and he said, "Sheriff's badge."

Not only do they not have the expected vocabulary; they don't have practice in listening to stories; they don't have practice in following directions. Many of the Ken Gar children could not count to 10, nor could they distinguish colors. These children found themselves behind the other children from their first day of school and seemed to have been waging a losing battle from the first day on.

Now, I'd like to tell you the nature of our program.

The home study program is a two-sided approach. One consists of work with the adults and one consists of work with the children. We say that our program consists of a professionally directed interaction with the adults of the community, which has the effect of focusing the energies and the attention of the adults upon the school problems of their children. The point that I particularly would like to make here is that work with educationally disadvantaged adults is a field in which there is professional know-how. My own compe-

tence in this field derives from my work prior to my marriage as a labor workers' educator.

There are other fields, other professions, which have techniques specifically suited to deliberate interaction with educationally disadvantaged adults with some social objective in mind. Such fields might be Point 4 fieldworkers or rural demonstrators or group social workers or field sociologists.

I wanted to make this point because one so often hears people ask: How can you achieve something with such adults? The answer is that this is a field in which there is professional know-how and in which professionals can be hired to achieve or to attempt to achieve specific objectives.

Now, I would like to tell you the specific approach which we made to the adults in Ken Gar, but this is in no way intended to be suggestive that all adult communities would be approached in the same way because each one would be approached depending upon its own unique nature.

I started in Ken Gar by initiating a series of monthly programs for the adults, monthly educational programs. These were informal discussions in which I attempted to encourage the adults to find areas of interest and concern and to consider thoughts as to what they might do about these areas.

At the same time I organized a small number of the participants into an education committee. This was a committee of residents, and I tried to transfer to this committee as much responsibility as possible for the running of the adult program, in the choice of topics, and in discussing problems within the community.

We learned at the monthly meetings that there was one very clear area of concern among all the adults of the community, and this was their schoolchildren. They were not really aware of the extent of the children's academic deficiencies, but they did know that the children were unhappy, did not want to go to school, and did not want to stay in school.

The Ken Gar Education Committee discussed this in several meetings and pointed out some of the difficulties which schoolchildren of the area might have in studying at home: (1) The homes are crowded; (2) the homes are small; (3) TV or radio might be on; (4) inadequate light; (5) not a good worktable.

When I learned in conversations with the school system of the actual academic status of the children, I suggested to the committee the possibility that we might set up sites within the community of Ken Gar, within the area of Ken Gar, where the children could

come to study at scheduled times. It was very simple, really. We were just tackling it at the simplest and most obvious place, a place and a time to study. To this, I added the thought we might be able to find college-educated adults from the larger Montgomery County or Washington area who would come in and stand by at these study sessions and offer help, if needed.

The committee was electrified at the thought they might be able to do something about this problem, and within a few days, as a matter of fact, new parents in the area asked to join the committee. In fact, I think this was one of the most exciting experiences that I had—the really electrical current excitement which went through the area when we started making concrete plans for tackling this problem which had deeply troubled the families in the area.

Now we enter the second part of the program, which is the work with the children.

We set up a schedule whereby each grade level could meet three times a week. We established meeting places in private homes, Ken Gar homes, and also in Ken Gar churches, and we enlisted the help of college-educated volunteers to come in to tutor.

Structurally, there was a two-sided sponsorship here. The Ken Gar Education Committee was the sponsor within the Ken Gar area, having the responsibility of finding places for us within the Ken Gar community, of educating the residents as to the need for sending their children to the study sessions, and really troubleshooting because a program like this can create many misunderstandings. On the outside a nonprofit corporation called the Home Study Program, Inc., was formed, and it was this group which helped us to find the college-educated volunteers.

We found ourselves really with a tiger by the tail. It developed into an enormous undertaking of going far beyond the dimensions that we had originally anticipated. We at first had thought that only a small proportion of the schoolchildren would have enough motivation to come to these study sessions. Instead, we got almost a total response and we had to immediately find additional sites. We had to find more places, and we had to find more tutors. We started with 15 volunteer tutors. Today we have 63. These are college-educated men and women who go into the Ken Gar area one night or one afternoon a week to tutor the children. I must say that the original concept of standing by didn't work that way because we found that all the children needed help, remedial help, in reading and arithmetic, and our relationship to the children has been more active than standing by.

In terms of places, we went from 5 private homes to 14, which means that 1 out of every 6 homes in the Ken Gar area is being used as a study session place.

I think I've used up my 10 minutes, Mr. Chairman. Do you want me to say a word about the effects?

As a volunteer effort, we have not been able to scientifically study the effects, but I think all of us have a subjective feeling of success. We feel that we are getting somewhere with the children, and we feel that the adults are taking a greater responsibility for supporting their children in their school efforts.

We see between half to two-thirds of the children regularly and most of the other children occasionally. We've been in operation for 1 year. At the beginning only the elementary school children came. Today we are also seeing junior and senior high school children.

I learned recently that juvenile delinquency in Montgomery County had risen something like 11 percent during the past calendar year, but in the area of Ken Gar it has decreased.

As far as the adults are concerned, this is a more complicated and subtle kind of progress to describe quickly, but I can only tell you that the committee which is functioning there has assumed a real leadership role in the community and has also succeeded in giving greater status to those families which are helping us actively help the children.

I'll be glad to answer any questions.

Commissioner HESBURGH. Thank you very much, Mrs. Eugster. Dean Storey.

Vice Chairman STOREY. Mrs. Eugster, how is this program financed?

Mrs. EUGSTER. Well, we're a shoestring operation. All of us are volunteers and there's no salaried personnel. Now, we are dependent upon contributions for educational materials. Many of the volunteers dig into their own pockets for it. I'm fairly certain that we could have raised quite a bit of money if any of us had had the time to devote to this, but, unfortunately, we didn't.

We did send out a small appeal that went to something like 300 individuals for funds, and that appeal alone has kept us going this year, and I would say that the total intake of the corporation for this year was approximately $500.

Vice Chairman STOREY. Thank you.

Commissioner HESBURGH. Governor Carlton? Mr. Bernhard?

Mr. BERNHARD. What do you do about paying for the various trips that you spoke about in your statement to the White House

and museums and places like that? Does that come out of the same contribution?

Mrs. EUGSTER. No. In almost every case that is paid for by the volunteer tutor who takes the children. I mentioned in the statement that we had learned the importance of broadening the experiences of the children and that we have asked our tutors not only to work with the children in their regular study sessions, but to please try to take them on trips to the extent that they possibly can.

Mr. BERNHARD. I have one other question: The Ken Gar Education Committee to which you referred—I'm curious. Are the members of that committee exclusively residents of Ken Gar or Kensington and the environs?

Mrs. EUGSTER. They are exclusively residents of Ken Gar, except for their minister, who is also a Negro, but who lives out in the town of Kensington.

Mr. BERNHARD. Thank you.

Commissioner HESBURGH. Mrs. Cole.

Mrs. COLE. You mentioned, Mrs. Eugster, that last year you had only elementary school children and this year you have both junior and senior high. Is this a matter of policy?

Mrs. EUGSTER. No. As a matter of fact, last year we kept running empty, unattended sessions for junior and senior high school children, and there was a great deal of discussion among our volunteer staff as to whether we should just call this quits and drop these sessions, but we felt we were doing something simply by going there and waiting, and we continued to do this.

Now, we don't know why the youngsters decided to come this year. We don't know what changed their minds. It is possible that the honor program at the end of the last school year may have had something to do with it. This is a program in which the adult Ken Gar community pays tribute to its youngsters for the effort which they are making to improve their schoolwork. It was a wonderful program in which many of the school officials came and it did make a deep impression upon the people of the area.

Mrs. COLE. One other question: Do you run an orientation course of some kind for your volunteers?

Mrs. EUGSTER. Yes. We began this year with a meeting of all the volunteer tutors, together with the elementary school teachers and the elementary school principal, and we were able to give them the general focus of our volunteer effort as well as to hear from the school system the way in which they felt that we could be of most help.

Commissioner HESBURGH. Yes. Go ahead, Mr. Bernhard.

Mr. BERNHARD. Mrs. Eugster, just one other question: Does the county of Montgomery afford any assistance to the program at all, either administratively or financially, or is there any anticipation?

Mrs. EUGSTER. Yes. I am glad you asked that. Up until this time we have, on an informal basis, been given certain supplies—furniture in some cases—and a great deal of moral support, but in the proposed budget for the next school year—it's not passed yet; it still has to go through the county council, but the school board, itself, has passed a budget item for two positions, and these two people—one would have the administrative responsibility of maintaining and administering the present volunteer effort which we have, which is a full-time job, and the other one would have the responsibility of starting new home study programs in some of the other Negro pocket communities which we have.

Mr. BERNHARD. Thank you.

Commissioner HESBURGH. Mr. Isbell.

Mr. ISBELL. If all the teaching now done by volunteers—you have 62 volunteers?

Mrs. EUGSTER. Sixty-three.

Mr. ISBELL. Sixty-three. If all this were done by professionals, about how many professionals would be required?

Mrs. EUGSTER. Of course, this is a little hard to answer because, you see, the volunteers go once a week whereas the children go three times a week. The volunteers are giving time just for one session.

Mr. ISBELL. You mean all 63 go once a week?

Mrs. EUGSTER. Pardon.

Mr. ISBELL. All 63 go once a week?

Mrs. EUGSTER. All 63 go once a week, whereas the children are coming 3 times a week. Of course, without being able to give you a specific answer, I think you are pointing to one of the great appeals which our program would have to a school system, because it is a relatively inexpensive way of coping with this problem, since the bulk of the tutoring work is being done by volunteers.

Mr. ISBELL. I was wondering about the possibility of having a program of this sort on a larger scale. You've got 63 teachers for just 100 students. If you had, say, 2,000 students in the community, at that rate you would need about 1,500 volunteers, which is rather a large number.

Mrs. EUGSTER. Yes; you would, except I would just like to say one thing about this. We see such an ugly face in the integration picture so often in the press and in the TV, with whites screaming opposition, and so on, but this program has shown us another side to the story. These volunteers, by and large, came to us by their

own initiative, and we had very little publicity, up until just recently. Rarely a week goes by without a phone call from some individual or organization which has just heard about the program and wants to help. It seems to be very, very easy to get volunteers.

Commissioner HESBURGH. Mrs. Eugster, I gather from your remarks that you don't want to see this thing get institutionalized; you think it does perhaps as much good to the people involved in it as the children; is that correct?

Mrs. EUGSTER. Well, I would like to see it get institutionalized to the extent of getting a salaried administrator of such programs, because this is a full-time job, but I would not like to see the volunteer aspect removed. One advantage that we feel that it has is that since the volunteer tutors come on their own, without any compensation, we know them to be highly motivated people, and this, in itself, exposes the children to people with high motivation. It rubs off and affects their own incentives.

Commissioner HESBURGH. Mrs. Eugster, one other thing: How did you happen to get interested in this initially?

Mrs. EUGSTER. Well, I used to do this type of work within a trade-union context. I used to be doing work with semi-illiterate and illiterate workers in the Deep South, and I guess once it gets in your blood you just keep going, whether you are on a payroll or not.

Commissioner HESBURGH. And one other question for those who came in late: All of these youngsters are Negro that are studying; correct?

Mrs. EUGSTER. Yes. Yes.

Commissioner HESBURGH. And all the teachers are white?

Mrs. EUGSTER. No. No. We do have Negro teachers, and the board of directors of the Home Study Program, Inc., also has both Negro and white leaders, but the division is between the people within Ken Gar and the people without.

Commissioner HESBURGH. I see.

Mrs. EUGSTER. One other point I would like to make is that certainly the approach would be applicable to a culturally disadvantaged white area, too.

Commissioner HESBURGH. But, in general, most of your teachers are white; is that correct?

Mrs. EUGSTER. Yes. Yes. There are very few middle-class educated Negroes living in Montgomery County. So, the volunteer tutors that we have that are Negro come from the District.

Commissioner HESBURGH. Thank you very much, Mrs. Eugster. Are there any other questions from the conferees this morning? Yes, Dr. Green.

Dr. GREEN. I would like to know what is the response and reaction of the regular schoolteachers of these children?

Mrs. EUGSTER. The schoolteachers have been warmly responsive from the first. I think there was a little more hesitancy and a wait-and-see attitude on the part of the higher staff, but the schoolteachers from the first encouraged us, and in our meetings with the teachers they constantly reassure us that we shouldn't worry about the fact that we are not professional teachers, because whatever we are doing, they feel, is to the good.

Commissioner HESBURGH. Yes, sir.

Mr. OLLISON. How long are the study periods in that—1 hour?

Mrs. EUGSTER. The study periods are an hour and a half on three evenings of the week. They run from 6:30 to 8. We also have one afternoon, where we meet from 3:30 to 5.

Commissioner HESBURGH. Any further questions? If not, then, thank you very much, Mrs. Eugster, for a very thoughtful presentation, and congratulations on some very fine work by you and your group.

WRITTEN STATEMENT OF MRS. CARLA EUGSTER, EXECUTIVE SECRETARY, HOME STUDY PROGRAM, INC., KENSINGTON, MD.

KEN GAR HOME STUDY PROGRAM

Montgomery County, Md., has one of the highest per capita incomes in the United States. The average IQ of our schoolchildren is approximately 114[1] as compared with the national average of 100. Interspersed between the residential areas of our predominantly prosperous, highly educated white residents are occasional Negro pocket communities populated by working-class Negroes: maids, trash collectors, unskilled laborers. One such pocket, located between the towns of Kensington and Garrett Park, is known as Ken Gar.

Ken Gar has a population of approximately 400, of which approximately 100 are schoolchildren. Their 83 dwellings range from good substantial homes to shacks and trailers, some of which still lack plumbing or adequate heating facilities. Many homes are overcrowded. A number of families are supported solely by the mother who must leave her children without supervision for many hours each day. Five and a half years ago the two-room schoolhouse of the area was closed and the children were transferred to the modern desegregated school in Kensington. With few exceptions the educational achievements of these children lagged from one to five grades behind their white classmates.

A year ago our home study program was started to help correct the continuing academic deficiencies of the Ken Gar children. Our pilot project in Ken Gar was initiated and is now conducted by volunteers. Because our approach is relatively inexpensive and apparently effective it has won the interested attention of the Montgomery County school system which is presently considering an expansion of the program under salaried administrators.

The home study program seeks to affect the home environment as well as the schoolchildren. The two facets of our approach are (1) a professionally directed interaction with the adults of the area which focuses their energies and attention upon the educational problems of their children and (2) a tutoring regime for the children conducted by college-educated volunteers.

[1] As measured by the California test of mental maturity.

The tutoring

The tutoring regime is the easier facet to understand, and in the public mind is often mistaken for the whole of the program. Quite simply, college-educated volunteers enter the Ken Gar area one afternoon or evening each week to tutor groups of children meeting by grade level in either a church or a private home. We have a schedule whereby schoolchildren at each grade level meet three times a week. (See attached study session schedule.) At these study sessions they may do homework, though more typically they will be working on some fundamental tool of reading or arithmetic which they never mastered. We have sessions for each grade from kindergarten through senior high school, and only last week we established a new session for pre-school children.

When we started the program we were thinking in fairly modest terms. Guessing that a fourth or a fifth of the children might possibly respond, our original goal was to find 15 volunteer tutors. To our amazement the children came out en masse, necessitating a rapid expansion of the program. In addition to more study sites, we needed to find many more tutors. We found them, or, more accurately, they found us, for we have made the heartening discovery that the existence of a concrete opportunity to help exerts a magnetic attraction to people of good will. We now have 63 volunteer tutors. (See attached statement on volunteer personnel.) They are scientists, social workers, lawyers, engineers, psychologists, speech therapists, businessmen, secretaries, housewives, economists. Most are white; a few are Negro.

Our tutoring regime touches two sides of the academic problem: poor academic performance and poor incentive. Since all the tutors are volunteers, we know them to be highly motivated. The exposure to such people with their diverse professions and backgrounds suggests values to the Ken Gar children which are new to them. It has been suggested that this enriching personal contact may be even more important than the substantive schoolwork which is done at the study sessions.

Nevertheless, we try to be as effective as possible in helping the children to face and to conquer their academic problems. We seek advice and guidance from the school system, and in periodic meetings with teachers we ask for specific suggestions in terms of specific children. We have also broadened our initial academic focus to including taking the children on simple trips to local points of interest: zoo, museum, art gallery, White House, etc., for we have learned that their lack of stimulation and experience underscores their difficulties with words and concepts.

We are frequently asked why we meet in Ken Gar Homes which, by and large, are too small, poorly furnished, poorly lit, and too noisy for optimum tutoring conditions. We meet in the homes in order to forge a necessary connection between school and home, in order to involve the home in the educational process, and in order to demonstrate to Ken Gar children that their parents or neighbors treasure education enough to make this weekly sacrifice. This leads us to the first facet of our program: the interaction with the home community. For the tutoring regime I have described was preceded by and now takes place within the largest context of this interaction.

The approach to the home community

The poorly educated adults of culturally and economically deprived circumstances typically fail to transmit educational incentives to their children. Although they frequently state the importance of school, communication of this somehow breaks down. Perhaps the children hear not what their parents say, but what they feel: their inner skepticism and defeatism born of their own life experiences. And yet, as all normal parents, these adults are deeply concerned for their children's welfare.

The home study program attempts to make contact with this concern and to channelize it into acts which deepen the commitment of the parents to education, and which make this commitment visible to the children. The job of the professional who enters such an area is to find or to develop local leadership which can share responsibility for school problems. Acting in concert with this local leadership, he seeks to evoke in the local community a greater awareness and a broader involvement in the educational process.

In Ken Gar this professional interaction with the home environment started with—

(1) *The initiation of a monthly educational program for adults.*—Meeting in one of the Ken Gar churches, we scheduled various topics for informal discussion. Our aim was to create an atmosphere in which Ken Gar adults could examine their own feelings and opinions with particular reference to their children and school problems.

(2) *The creation of a committee—The Ken Gar Education Committee.*—From among the participants of the discussion programs, we organized a small number into a sponsoring committee. At first the committee was merely a sounding board to our ideas, but with time it gradually took over the running of its own meetings, the initiation of suggestions, and partial responsibility for promoting adult programs.

In our monthly discussion programs we discovered that Ken Gar adults were already deeply troubled, I would almost say obsessed, by their schoolchildren. The parents did not realize the extent of their children's academic deficiencies, but they knew the children to be unhappy, as manifested by their dropouts and absences. Treating the problem symptomatically, the parents had been threatening and cajoling the children to no avail.

From school officials we learned the actual status of the Ken Gar pupils, information which we then discussed with the Ken Gar committee. Committee members pointed out some of the difficulties of children studying at home: too many siblings underfoot, TV or radio going, poor light, inadequate worktables or chairs. It was together with the Ken Gar committee that we decided to seek church or home rooms in the Ken Gar area that we could set aside at certain times for study purposes. To this we added the thought that from the larger Montgomery County community we might be able to find college-educated adults to serve as volunteer tutors.

Continuing interaction with Ken Gar adults

The home study session schedule is now well established under the local sponsorship of the Ken Gar Education Committee. Committee members urge their neighbors and churches to make space available, encourage the children to attend sessions, and continue to educate their neighbors to the children's school needs. In addition to backstopping the committee in performing these functions, our continuing interaction with Ken Gar adults has the overriding aim of shifting to their shoulders as much responsibility as possible for the study program.

This transfer of responsibility rests partially upon the transmission of techniques, such as the basic but indispensable tool of parliamentary procedure. It also rests upon the ability to evaluate and respond to the shifting readiness of Ken Gar leaders to assume responsibility. There is a heavy backlog of defeatism and inertia to overcome. Self-confidence, motivation, and the willingness to assume sustained responsibility grow slowly. But our aim is to approach a more and more equal partnership between the local sponsoring Ken Gar committee and the Home Study Program, Inc., the outside agency which I, as the administrator of the study program, represent.

RESULTS OF THE HOME STUDY PROGRAM

As volunteers we have been somewhat breathlessly trying to keep on top of the mushrooming effort which we initiated. We have had neither the time nor the personnel to make a scientific analysis of our progress. Nevertheless, we have reason to believe that the effort is paying off. Some of the indications of this are:

In relation to the adults

(1) *Increasing participation of Ken Gar adults.*—When we started the program a year ago, we were only able to find five Ken Gar homes we could use for study sessions. Today we are using 14, or roughly 1 out of each 6, homes in the area. School officials report that some of these host families have shown greater cooperativeness and responsibility in relation to the schools. Our volunteer tutors report that some of these families have undertaken significant home improvements since the study sessions were started in their homes.

(2) *The Ken Gar committee and individual residents take more responsibility.*—The Committee demonstrates increasing committee know-how and initiative. Individual residents have taken over areas of responsibility such as attending sessions as Ken Gar hosts, distributing refreshments to study sessions, chairing adult programs.

(3) *New leadership assumed by the Ken Gar Baptist Church.*—In the last school year the Ken Gar Baptist Church permitted us to use their Sunday School room free of charge. This year, in addition to this service the church (*a*) initiated a general meeting in which high school children were requested to report on a field trip to Hampton Institute conducted by one of our tutors; (*b*) initiated a collection which was given to the Home Study Program, Inc., to help defray program expenses.

(4) *Attendance at the monthly adult programs has risen.*

In relation to the children

(1) *Attendance at study sessions.*—From one-half to two-thirds of the Ken Gar schoolchildren attend study sessions each week. Most of the others attend occasionally. In the last school year our attendance was limited to elementary school children. This school year, for the first time, junior and senior high school children are also responding.

(2) *School progress.*—At the end of our first 5 months last June, elementary school teachers estimated that half of the Ken Gar students showed improvement either in their attitudes or their schoolwork, or both. (Of 67 children, 10 improved attitude, 10 improved schoolwork, 14 improved both.) Principals and teachers are increasingly active in urging the children to attend our study sessions. Volunteer tutors report that the children come to sessions with an increasing seriousness of purpose.

(3) *Decrease in delinquency.*—The probation officer of our juvenile court reports that in the past calendar year, whereas juvenile delinquency throughout the county had increased 11 percent,[2] in the Ken Gar area it had decreased.

APPLICABILITY OF THE HOME STUDY APPROACH TO OTHER AREAS

We believe the home study program may have a wide applicability, inasmuch as the problems of the Ken Gar children are generally common to children from culturally and economically deprived environments.

The program has proved very appealing, so that, despite the absence of publicity, many queries have been raised as to the possibility of starting home study programs in other cities, and in other parts of the Greater Washington area. A possible danger of this wide appeal is that the program will be misconstrued as a simple tutoring regime. It is necessary to recognize the central importance of the interaction with the home environment, which sets the context for the volunteer tutoring effort. The administrator of a home study program should possess or acquire those professional techniques involved in purposeful interaction with the adults of a subcultural group. The handful of professions which have such techniques would include Point 4 type program fieldworkers, rural demonstrators, field sociologists, action anthropologists, group social workers, and labor educators. Through the efforts of such a professional, it is possible to change the relationship of the home environment to school problems, so that, where previously there was a vacuum, there is developed a positive support for schoolchildren and a push toward more serious academic application.

Since the tutoring itself is carried out by volunteers under the direction of the administrator, the two-sided approach of the home study program gives promise of constituting an effective way of reaching many children at relatively little cost.

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[2] Compared to the previous calendar year. This figure is an estimate.

Ken Gar home study session schedule, January 1961

KINDERGARTEN

Monday	Tuesday	Wednesday	Thursday
6:30-7:30—Mrs. Carrio Davis, Plyers Mill Rd.	----------	3:00-4:00—Mrs. Cora Pittman, 4007 Hampden (WH 2-8664).	6:30-7:30—Baptist Church until further notice.

1ST GRADE

	6:30-8:00—Mr. Ben Kelly 4125 Plyers Mill (WH 6-2228).	3:00-4:00—Baptist Church.	6:30-8:00—Mr. Hamilton Still, 3915 Hampden.

2D GRADE

6:30-8:00—Mrs. Gloria Hopkins, 4007 Plyers Mill.	6:30-8:00—Mrs. Cora Pittman, 4007 Hampden.		

3D GRADE

6:30-8:00—Mr. Hamilton Still, 3915 Hampden.	----------	3:00-4:30—Mrs. Inez Cole, 4111 Plyers Mill (WH 2-4950).	6:30-8:00—Mrs. Albert Shavers, 4125 Plyers Mill (WH 2-1475).

4TH GRADE

6:30-8:00—Mrs. Lottie Brown, Mertford St.	----------	3:00-4:30—Elementary school.	6:30-8:00—Baptist Church.

5TH GRADE

6:30-8:00—Mr. Love, 10704 Vaughn (WH 6-5507).	----------	3:00-4:30—Recreation center.	

6TH GRADE

	6:00-7:30—Mrs. Mabel Hopkins, 4113 Plyers Mill.	----------	6:30-8:00—Mrs. Rosa Hines, 3912 Mertford.

7TH-12TH GRADES

6:45-8:15—Recreation center for grades 7 through 12.	6:45-8:15—Mrs. Sodocia Snowden, 3904 Hampden (WH 2-2726).	4:30-6:00—Baptist Church.	

VOLUNTEER PERSONNEL INVOLVED IN THE KEN GAR HOME STUDY PROGRAM, FEBRUARY 14, 1961

Ken Gar Education Committee: 10 members. Nine Ken Gar residents and their Baptist minister. The committee meets every other week.

Ken Gar hosts: 14 families give the use of their homes for study sessions. Four residents attend church sessions as Ken Gar hosts.

Home Study Program, Inc.: Eight directors. This nonprofit corporation formed to marshal the resources of the community to further the academic achievements of recently integrated Negro school children.

Tutors: 63 college-educated men and women.
Secretaries: Five women give one morning a week to the administrator.
Miscellaneous assistants: 4 substitute tutors; 35 women rotate responsibility for providing refreshments to study sessions; 4 additional volunteers assist in collecting educational materials, in making poster displays, in keeping attendance records, and doing miscellaneous research.
Administrator: The executive secretary of the Home Study Program, Inc., administers the Ken Gar home study program and serves as counselor to the Ken Gar Education Committee.
Total: 148 volunteers.

Commissioner HESBURGH. May we now pass on to the next group?

Mr. BERNHARD. The next participant is Dr. Frank A. DeCosta, president of Morgan State College, Baltimore, Md., and he will discuss the Phelps-Stokes project for improving instruction in secondary schools for Negroes in the South. Dr. DeCosta.

STATEMENT OF FRANK A. DeCOSTA, PROFESSOR, MORGAN STATE COLLEGE, BALTIMORE, MD.

Dr. DECOSTA. Father Hesburgh, members of the Commission, and conference participants, it is a pleasure for me to describe briefly the Phelps-Stokes project for the improvement of instruction in secondary schools.

This project, concerned with the third phase of this conference, is another example of the attempt to relieve the educational handicaps of pupils.

Since its founding in 1910, through the vision and generosity of Caroline Phelps Stokes, the Phelps-Stokes Fund, a small philanthropic foundation, has been concerned with problems among people of the United States and Africa in the areas of education and housing.

Consistent with this original and continuing concern, Dr. Frederick D. Patterson, former president, Tuskegee Institute, and president of the fund, called a conference of leading educators of the South in 1954. The basic purposes of this conference were, first, to obtain the assistance of these educators in describing and identifying some urgent problems in education among Negroes that needed solution, and secondly, to have them suggest ways in which the Phelps-Stokes Fund might assist in the solution of these problems. Present were representatives of State departments of education, high school principals, college administrators, classroom teachers, and representatives of professional education associations.

The project for the improvement of instruction in secondary schools grew out of this conference, with the understanding that the Phelps-Stokes Fund would try to obtain funds for financing it and would direct it. The project was conducted for 5 years, from 1955 to 1960, under a grant from the general education board. It was

directed by Dr. Aaron Brown, of the Phelps-Stokes Fund, who sits to my right, and when the questioning period begins any questions that you direct to me which I am unable to answer I shall pass on to him to answer.

The general purpose of the project was to improve instruction and learning in 16 schools, high schools, of the South through the cooperative efforts of the 16 high schools, 16 cooperating colleges, and local school officials. The areas of instruction in which improvement was sought are language arts, mathematics, science, and social science. The 16 high schools and 16 colleges are located in four States—Alabama, Georgia, Mississippi, and North Carolina.

The general purpose of the project was defined further by Dr. Brown as comprising the following six specific objectives: (1) To raise the level of academic achievement of students in participating secondary schools to a point more in line with national norms; (2) to encourage better selection and more effective use of instructional materials; (3) to stimulate professional growth of teachers; (4) to establish effective college-high school relationships; (5) to improve teacher education, both pre-service and in-service; (6) to develop an attitude on the part of colleges and secondary schools to continue the program after the Phelps-Stokes project is completed.

The project provided numerous activities for and services to pupils and teachers in an attempt to achieve its six objectives. Among the activities and services that were provided are: (1) The services of college consultants; (2) the services of national consultants; (3) summer workshops for teachers; (4) conferences; (5) the circulation of kits, study guides, and special posters; (6) the administration of standardized tests; and (7) provision of instructional materials and equipment.

The project was essentially a cooperative attempt to improve instruction and learning in secondary schools. It involved the cooperation of 700 professional workers, high school teachers, college and university teachers, principals, and other school officials. These 700 professional workers influenced the education of approximately 10,000 pupils during the course of the project.

On the basis of the total project grant of $435,000, whatever values accrued to the 10,000 pupils did so at the cost of approximately $43 to $50 per pupil.

In attempting to answer this question: "How well did the project achieve its objectives?" it seems rather straightforward, as I have done in the longer statement to the Commission, to consider each of the six objectives separately, despite the natural overlapping of the objectives. On the basis of quantitative and qualitative data, the

results suggest that each of the objectives was partly achieved. Although the complete story of the project has not been written, nor, in my opinion, may it be hoped that it will or can be written, the observed results seem to have educational implications for: (1) the Federal Government; (2) individual States of the United States; (3) colleges; and (4) undeveloped foreign countries.

Commissioner HESBURGH. Thank you very much, Dr. DeCosta. Dean Storey, would you like to ask some questions?

Vice Chairman Storey. Dr. DeCosta, I assume there is a great deal of participation by the seminar selectees, is there not? In other words, besides the leaders, the participants take an active part——

Dr. DECOSTA. Oh, yes.

Vice Chairman STOREY. In this program, do they not?

Dr. DECOSTA. Yes. Very much. I think I made that statement in the longer statement—that those of us who have worked in the project from a professional level feel that we probably learned as much through working in the project as did the pupils for whom we were working.

Vice Chairman STOREY. Thank you. That's all.

Commissioner HESBURGH. It struck me that possibly Dr. Aaron Brown, who has been director of this project and who is an official of the Phelps-Stokes Foundation, might like to say a few words about his reaction to the project before we get more deeply in the questions, because possibly he might answer some of the questions we have in mind. Would you say a few words, Dr. Brown?

Dr. AARON BROWN. Thank you, Father Hesburgh. You'll recall that last year I gave an overall statement——

Commissioner HESBURGH. That's right.

Dr. BROWN. Regarding the activities of the Phelps-Stokes Fund——

Commissioner HESBURGH. Yes.

Dr. BROWN. And I certainly want to commend the Commission for permitting our organization to participate in this conference. I think the fact that Dr. DeCosta, who has been one of the 25 national consultants serving in this project, was invited to give a report is an indication of the type of thinking that is certainly consistent with our own philosophy—that the people who actually do the work should be given the honor of explaining and interpreting the process and also the results.

The Phelps-Stokes Fund is interested in a number of projects, and we do hope that those of you who are interested in this report of the project just mentioned—if you will write me, I will be glad to send you one. It is called "Ladders to Improvement," and the

address is 297 Park Avenue South, New York 10. It's very necessary to put the "South" there, because this was formerly Fourth Avenue and if you leave off the "South" it will probably delay it 2 or 3 days because it will go to 297 Park Avenue North maybe. I think that's all I should say at this time.

Commissioner HESBURGH. Thank you, Dr. Brown. Governor Carlton? Mr. Bernhard.

Mr. BERNHARD. Just a few questions. Was there any noticeable difference in the results of the projects within the courses of study? For example, was there a difference of achievement in the mathematics or sciences as opposed to the social sciences, or did you come up with any evaluation on that?

Dr. DECOSTA. Yes. We did two types of comparisons. We tested 12th-grade pupils at the beginning of the project. The same year we tested 12th-grade pupils we tested 9th-grade pupils. Then at the end of the project we tested the 12th-grade pupils who the first year were 9th-graders. So, we got two types of comparisons. We were able to compare the seniors of 1959 with the seniors of 1956, as well as measure the improvement that 12th-grade seniors of 1958 made between the 9th grade and the 12th grade. As a result of that, although we were interested in improvement in four areas—in the areas of language arts, mathematics, science, and social studies—our overall conclusion was that, as far as test results were concerned, there was improvement in three areas—in the areas of language arts, science, and social studies—but there was no improvement in mathematics. We couldn't explain that, but that was just the fact that we found.

Mr. BERNHARD. Just one other question: I notice that you indicated that out of the approximately 10,000 pupils who participated, the cost was approximately $45 per pupil. Was that an annual cost?

Dr. DECOSTA. No. That was for the entire life of the project. We had $435,000 for the 4 years, and during that 4-year period 10,000 pupils. So, it was just a matter of dividing the 10,000 into the 435.

Mr. BERNHARD. Thank you.

Commissioner HESBURGH. Mrs. Cole, would you like to ask some questions?

Mrs. COLE. Dr. DeCosta, in your written statement you mentioned the fact that the project supplied teachers with instructional materials that they did not have. Do you know whether the kind of materials the project supplied were available to teachers in the white schools of the same communities?

Dr. DeCosta. Well, we didn't investigate that. Probably an example would serve; that is, the reference there is made to individual projects that were carried on by teachers. One example probably will explain it a little more. There was one teacher who was interested in studying the effects of mass media on the improvement of reading. Well, in order to do that, she needed to have in her class subscriptions for 8 to 10 different newspapers, about 20 magazines; that is, one of the mass media she used was, of course, newspapers and magazines. Well, that's an example of what we meant, but where a teacher was interested in a particular project which required much more material than the school ordinarily provides we did that.

Now, we didn't investigate to find out whether similar projects were being conducted in white schools and whether the supplies were provided by the local schools.

Mrs. Cole. These weren't ordinary instructional materials?

Dr. DeCosta. No. They were over and beyond those normally supplied.

Mrs. Cole. At the end of your project did you find that more of the students were interested in and able to qualify for college than preceding groups who had not had the benefit of the program?

Dr. DeCosta. There was only one college in the project, to my knowledge, which was interested in that particular question. That was the center involving the Alabama A. & M. College and the high school in Sheffield, Ala. The college officials were interested in that. So, they investigated as far as this school was concerned. They were not only interested in the number of students who came but whether there was any improvement in the records made. Well, they came up with positive results, but that was the only case in the project where a center was interested in studying that question.

Mrs. Cole. Thank you.

Commissioner Hesburgh. Mr. Isbell.

Mr. Isbell. I believe you said, Dr. DeCosta, that this program had implications for the Federal Government, the States, the colleges and—I've forgotten the fourth. I would be interested in hearing what you feel the implications are for the Federal Government.

Dr. DeCosta. Well, I think one of the statements I made in the longer statement that I presented to you was that we were convinced, after working with the project, that improvement could be made even with a little expenditure of additional funds. I think the implications for the Federal Government would be probably Federal aid—just a little more—to help the schools of the South.

Now, as far as the States are concerned, you realize that this project, under Dr. Brown's leadership, was a forthright attempt to

get colleges to recognize their responsibility for working with high schools in an attempt to improve instruction.

Well, we feel, in all of the States, the leadership comes from the State department of education, and we feel that the same procedure that we followed could be followed in each of the States with the leadership being provided by the State department of education to obtain the cooperation of colleges and high schools in a widespread manner over the States to improve instruction in schools. They were the implications we saw for the State.

Now, as far as the colleges, there was evidence to show that the working together of high school teachers and college teachers on instructional programs—we did feel that there was evidence to show that the colleges were helped by this relationship, and the teacher education programs of the colleges were changed slightly.

And then, of course, the last, as far as the foreign countries: I suppose that's just self-evident. We just believe in the cooperative approach to solve many of the instructional programs.

Mr. ISBELL. On the Federal level do you feel that teacher-training institutes with some expansion or some change of emphasis would be the sort of thing that might be of assistance?

Dr. DECOSTA. Very definitely. The workshops for teachers—I think there is—well, the same thing is true with the institutes for math and science teachers. We would feel if similar institutes were sponsored by the Federal Government to include other areas, it would be of value to the teachers.

Commissioner HESBURGH. Along those same lines, Dr. DeCosta, as you know, we have just completed a study made by the Commission on the question of equal opportunity in higher education, and when we got all the figures together I think some of us were rather shocked to see the poor participation in the program, say, of the National Science Foundation with many of the heretofore completely segregated schools in the South, the colleges particularly, teachers colleges, and so forth. I would think—and I think I can say this as a member of the National Science Foundation Board—that any effort to point up this need and to bring it to the attention of the National Science Foundation Board as a means of equalizing our grants throughout the South would be certainly looked upon with great favor.

I would say this might be a normal outgrowth of your project to survey the results, to show the fact that one of the greatest needs that wasn't completely met was mathematics, and to try to sponsor some very specific followup programs in a selected number of

schools, and I would say not just in these four States, but in all of the States of the South——

Dr. DeCosta. Good.

Commissioner Hesburgh. Because we have felt in all this work on the Commission that we are not here just to work out facts, but to try to give a little leadership as to how we can get better education throughout the country. We don't just look upon this whole problem of desegregation-integration as lessening the impact on education, but lifting up the totality of education in every segment. So, I would think on the Federal level the continuation of this program could attract support from the National Science Foundation. That's why it exists.

Dr. DeCosta. Good.

Commissioner Hesburgh. Are there any further questions from other members of the conference? Yes, sir.

Mr. Ruston. I might say something about this fourth area he mentioned. Dr. DeCosta, you didn't find much difference of improvement in the area of mathematics. I believe that is what you said. We have had a very exciting experience in the last year and a half whereby we have seen a tremendous improvement in the learning of children and in the achievement of mathematics, and it is in this horrible area, I guess you call it, of the teaching machines.

We used those for a semester. Then we moved into the program textbooks, and from our experience, and the way this material is built, the motivation is there. The children are at work, and they work for a full period without any interruption. We have three senior high schools, and all three senior high schools are participating in this program on an experimental basis of 847 students and 11 teachers, and we have found—if you want to take the rate of failures, reduction of failures—in 1 school the reduction was 28 per cent of failures when we did not have this program, and now it is reduced to 10 percent. Some of the other schools have just as startling results.

So, I think that there are materials on the market, as you were talking about instructional materials,—there are materials or will be materials on the market soon—which will help you to solve that problem, which is a very serious one, and one of the most controversial ones going on in education today is whether mathematics should be taught in the traditional manner or whether it should be taught in modern mathematics, and things of that sort.

So, that is one area in which you certainly can find some assistance, if you are looking for it, in ways in which you could consider at least the improvement of the teaching of mathematics through

programed learning, which is an individual matter, self-paced. The individual goes at his own rate of speed, and sometimes it rather shocks you the way children can learn if given an opportunity to learn. Some of them are going as much as 2 years in 1 without any difficulty.

Dr. DeCosta. Has your work progressed to a point which would permit visitors to the schools to see the——

Mr. Ruston. Dr. DeCosta, visitors are coming every week. We have to use some days, Mondays and Wednesdays, to take care of them, because otherwise we would be going every day. It's just remarkable what's being done so far as interest is concerned.

Dr. DeCosta. The reason I raise that is because one of the services that was provided was the service of allowing principals to visit other schools. We had the pleasure of having a group of 12 to 15 of the principals from 16 schools visit the Baltimore schools about 3 years ago to observe the practices. Although Dr. Brown may not admit it, I think he still has a few dollars left over. I was wondering if he [laughter] would be able to send one or two of the principals from the better schools to observe the schools in Roanoke.

Mr. Ruston. We would be very happy to have you come any time you would like to do so.

Dr. Brown. I might add, too, Edwin Phillips is a classmate of mine, one of your principals.

Mr. Ruston. Oh. Well, if we're going to start that, Dr. DeCosta and I are very good friends, too. We worked together in South Carolina for a while.

Commissioner Hesburgh. Are there any further questions?

Written Statement of Dr. Frank A. DeCosta, Professor of Education, Morgan State College, Baltimore, Md.

THE PHELPS-STOKES FUND PROJECT FOR THE IMPROVEMENT OF INSTRUCTION IN SECONDARY SCHOOLS

Background of the project

Since its founding in 1910 through the vision and generosity of Caroline Phelps Stokes, the Phelps-Stokes Fund, a small philanthropic foundation compared with other foundations today, has been interested in studying and relieving problems among people in the United States and Africa in the areas of education and housing. Through her extensive travel and dedicated experience, these were areas in which Carolina Phelps Stokes was particularly interested. Thus, in the original act of incorporation of the fund, reference was made to these two areas as the areas to which the fund should give its attention. Problems in these areas have continued to command the principal attention of the fund.

Consistent with the original and continuing concern of the fund, but employing a somewhat different procedure, Dr. Frederick D. Patterson, president of the fund and former president of Tuskegee Institute, called a conference of leading educators of the South in 1954. The basic purposes of this conference were: to obtain the assistance of these educators in describing and identifying some urgent problems in education that needed solution; and to have them

suggest ways in which the Phelps-Stokes Fund, a small philanthropic foundation, might assist in the solution of these problems. Among the educators participating in the conference were representatives of State departments of education, high school principals, college administrators, classroom teachers, and representatives of professional education associations.

On the basis of detailed discussion, much of it involving the presentation of factual data for all levels of education, the following consensi seemed to have been reached in this 1954 conference:

1. There was an urgent need to improve the academic performance and instruction of Negro pupils and students at all levels of education in the South.
2. The beginning attack upon this problem might be begun, profitably, in the first year of high school in the areas of language arts, mathematics, science, and social studies.
3. The attack upon the problem should involve the cooperative efforts of high schools, colleges, and State and local school officials.
4. With the assistance of other educators, the Phelps-Stokes Fund should assume the responsibility for outlining a specific project of action research aimed at an attack upon this problem; and that the fund should assume the responsibility for directing the project, when and if it materialized.
5. Finally, the Phelps-Stokes Fund should assume responsibility for attempting to interest one of the larger philanthropic foundations in financing the proposed project.

This, in brief, is the essential background that led to the conception of the Phelps-Stokes Fund project for the improvement of instruction in secondary schools.

The project

Length.—The project was conducted for 5 years, 1955–60, under a grant from the general education board. It was directed by Dr. Aaron Brown, of the Phelps-Stokes Fund.

General purpose.—The general purpose of the project was to improve instruction and learning in 16 high schools of the South through the cooperative efforts of the high schools, 16 colleges, and local school officials. The areas of instruction in which improvement was sought are: language arts, mathematics, science, and social science. The 16 high schools and 16 colleges are located in 4 States: Alabama, Georgia, Mississippi, and North Carolina. Four high schools and four colleges are located in each of these four States. Each college worked cooperatively with one high school. The combination of one high school and one college was referred to as "A Project Center." Thus, the project consisted of 16 project centers.

Specific objectives.—The general purpose of the project was defined by Dr. Brown as comprising the following objectives:

1. To raise the level of academic achievement of students in participating secondary schools to a point more in line with national norms.
2. To encourage better selection and more effective use of instructional materials.
3. To stimulate professional growth of teachers.
4. To establish effective college-high school relationships.
5. To improve teacher education, both preservice and inservice.
6. To develop an attitude on the part of colleges and secondary schools to continue the program after the Phelps-Stokes project is completed.

Activities and services.—The project provided numerous activities for and services to pupils and teachers in an attempt to achieve its six objectives. Among the activities and services that were provided are:

1. *The services of college consultants.*—Each college appointed four faculty-members, one each from the areas of language arts, mathematics, science, and social science, to work with high school teachers of its center on the improvement of instruction in these areas. The agreement was that these college teachers would have their teaching load reduced in order that they would have the time for regular visits to the high school and for work with the high school teachers and pupils.

2. *The services of national consultants.*—The services of 20 national consultants were made available to the high schools of the project. These consultants were employed in various colleges, school systems, and the U.S. Office of Education. They stood on call to the high schools for a visit of one or more days

upon the request of a particular center for assistance with a specific problem with which they were familiar.

3. *Summer workshops for teachers.*—Thirteen summer workshops were conducted for teachers. Nine of these workshops comprised workshops for three consecutive summers in each of the following subject-matter areas: language arts; mathematics and science; and social studies. Each workshop was 8 weeks in length. These workshops were designed to have teachers improve themselves in these areas. Attention was given to both subject matter and methodology. The other four workshops were workshops in evaluation. They were conducted for 2 weeks each in the four project States. They were designed to have each participant outline an instructional problem on which he would work and which he would evaluate during the subsequent school term.

4. *Conferences.*—Three types of conferences were provided: State conferences; regional conferences; and conferences of national consultants. Each type of conference was held at least once each year during the course of the project. These conferences gave participants in the project an opportunity to share experiences, obtain suggestions for the solution of problems, and to engage in continuous evaluation of the project. During the course of the project, 62 conferences were held.

5. *The circulation of kits, study guides, and special posters.*—Sixty instructional kits were circulated among high schools during the course of the project. These kits were assembled by the several directors of the summer workshops. The following contents of the kits in science and mathematics are suggestive: (*a*) A collection of books on science and mathematics of interest to high school students; (*b*) a collection of rocks and minerals; (*c*) electronic sets; and (*d*) a telescope. In several instances, particular project centers developed unusually good study guides in the subject-matter areas with which the project was concerned. These were processed in quantity and distributed among the other centers. Special posters of approximately 25 successful, living American Negroes were printed and distributed among the high schools. These persons were selected from fields, such as medicine, business, law, government service, military service, research, atomic energy, and aircraft.

6. *The administration of standardized tests.*—Numerous standardized tests were administered among both teachers and pupils of the project. The administration of these tests had two basic purposes: (*a*) to assist in the evaluation of some aspects of the project; and (*b*) to improve the professional growth of teachers by having teachers employ standardized tests in evaluating some of the outcomes of their classroom instruction.

7. *Provision of instructional materials and equipment.*—Instructional materials beyond those ordinarily supplied by the local school system were provided by the project to individual teachers. Among these materials were reprints of articles, professional books, magazine subscriptions, art pieces, and standardized tests. Instructional equipment was provided by the project on a matching basis with local school boards. Among this equipment were film projectors, library books, and science equipment.

Results of the project

The project was essentially a cooperative attempt to improve instruction and learning in secondary schools. It involved the cooperation of 700 professional workers—high school teachers, college and university teachers, principals, and other school officials. These 700 professional workers influenced the education of approximately 10,000 pupils during the course of the project. On the basis of the total project grant, whatever values accrued to the 10,000 pupils did so at the cost of approximately $45 per pupil.

At least three comments seem appropriate as one attempts to list the results of the project. First, there was no attempt to impose on each center a prescribed experimental design to be followed. Instead, each center was advised concerning the objectives of the project and was given freedom to develop its own approach toward the attainment of the objectives. Second, there was wide variation in the kinds and degrees of problems that confronted the schools at the beginning of the project. For example, in one school, pupil attendance was so poor it shocked both college consultants and national consultants. Thus, it was readily agreed that, in this school, the problem of improvement in instruction and learning was secondary to the problem of improvement in school attendance. Third, many of the results of the project have been evaluated

subjectively, rather than objectively. Many of these subjective evaluations are contained in: the more than 60 annual and final reports of the centers; conference reports; workshop reports; and the reports of national consultants, college presidents, and school superintendents. Some of the annual reports of the centers are more than 100 pages in length. Thus, an adequate evaluation of the project would require a detailed summation of all of these materials.

Within the framework of this background, however, it seems appropriate to ask, "How well did the project achieve its objectives?" The answer must of necessity be merely suggestive. A more definitive answer would depend upon many more objective data than those that are available and upon a detailed listing of the subjective data to which reference has been made.

In attempting to answer this question, "How well did the project achieve its objectives?" it seems rather straightforward to consider each objective separately, despite the natural overlapping of the objectives. Results suggesting the achievement of each objective follow.

1. *To raise the academic achievement of students in participating secondary schools more in line with national norms.*—Two sets of data suggest the relative attainment of this objective. The first set of data relate to the test scores of pupils at the beginning and at the end of the project. On the basis of the test scores of 2,069 9th- and 12th-grade pupils on 4 tests at the beginning and end of the project, the following conclusions may be drawn: (*a*) At the end of the projects, pupils were closer to the national norms than they were at the beginning of the project in English, science, and social studies; and (*b*) in mathematics, pupils at the end of the project were no closer to the national norms than were pupils at the beginning of the project. The second set of data are drawn from those that were reported by individual teachers and schools. From these data, it may be concluded that innovations in teaching methods that capitalized upon pupils' needs, interests, and abilities resulted in drawing pupils' standards test scores closer to the national norms.

2. *To encourage better selection and more effective use of instructional materials.*—With respect to the attainment of this objective, evidence was reported that indicated—

(*a*) A better use of library facilities. One school reported a 300-percent increase in the use of the library during the life of the project.

(*b*) A more desirable use of some audiovisual materials and equipment. There was an increase in the use of these for instructional purposes in schools which, prior to the project, used them only for entertainment.

(*c*) An increased use of museums, manufacturing plants and supplies, parks, public libraries, and places of historical value.

(*d*) A more abundant presence of materials and equipment. Principals and workshop directors reported that, because of the matching funds arrangement, more instructional materials and equipment were made available to the schools.

3. *To stimulate professional growth of teachers.*—Evidence that suggests the extent to which this objective was achieved follows:

(*a*) More than 300 teachers and principals attended the 13 summer workshops.

(*b*) The data submitted by workshop directors indicated that teachers improved their test scores on standardized subject-matter and professional education tests during the period of a workshop.

(*c*) The wider use of the best current professional material by teachers. This was observed on periodic trips to the centers. These materials included good resource materials, such as supplementary books, national publications, journals, and research reports.

(*d*) More wholesome school relations, such as teacher-pupil relationship, teacher-teacher relationship, and teacher-supervisor relationship.

4. *To establish effective college-high school relationships.*—There is evidence to support the conclusion that a two-way channel of interest, concern, and mutuality between high school and college developed in each center. Among this evidence are:

(*a*) The exchange of ideas between principals and deans on supervisory problems.

(*b*) High school teachers' borrowing college equipment, instructional materials, and reference materials.

(*c*) College teachers' borrowing high school equipment, instructional materials, and reference materials.

(*d*) College teachers' requesting high school teachers to give lecture-demonstrations to college students.

5. *To improve teacher education, both preservice and inservice.*—With respect to this objective:

(*a*) College teachers reported that their work with high school teachers made them more familiar with the problems their college students would face when they began teaching. Thus, the content and methods in their college classes were changed.

(*b*) College teachers reported that sample unit plans and lesson plans drawn from the center high school had more meaning to students than those appearing in the textbooks on methods.

(*c*) High school teachers admitted that they sensed greater motivation when they worked, cooperatively, with college teachers on their problems.

(*d*) High school teachers admitted that they did a much better job of planning and teaching on the days they knew they would be observed by college students.

(*e*) Principals and college administrators expressed conviction that teachers' schedules should be adjusted so that: (1) high school teachers could assist the college in the preservice training of teachers; and (2) college teachers could assist in the inservice training of teachers.

6. *To develop an attitude on the part of colleges and secondary schools to continue the program after the Phelps-Stokes project is completed.*—The conclusion was reached that college-high school cooperation in the improvement of instruction should continue.

(*a*) As the project drew to a close, conferences in each of the four States considered this problem.

(*b*) Since the close of the project, conferences have been held in several States to develop specifics and obtain commitments for the continuation of the aims and activities of the project.

CONCLUDING STATEMENT AND IMPLICATIONS

The complete story of the project has not been written, nor, in this writer's opinion, may it be hoped that it will or can be written. The latter opinion stems from at least two sets of facts. The first set of facts are related to the recognition that the project identified many more problems than it solved. Suggestive of these problems are: (1) What type of inservice training is needed to improve the poor teachers both in colleges and in high schools; (2) what steps need to be taken to insure that agreements made among adult professional workers will be kept; (3) how may the role of the outside consultant in a project of this sort be improved; and (4) which aspects of the project had the greatest impact on improved pupil learning?

The second set of facts are related to the recognition that the project was essentially a learning situation for all of the persons who participated in it. This applies from the director of the project down to the pupils. The complete story of the project would involve a description of the kinds and degrees of learning that occurred among all participants. Suggestive of questions that would be answered are: (1) On the basis of his experience, was the director given sufficient time to lay the groundwork for an intelligent understanding of the project among all participants; (2) what facts has the director learned about adult professional workers; (3) what learnings accrued to national consultants as they visited schools and worked with teachers in workshops; (4) how much learning occurred among college administrators, high school principals, and other local school officials? Thus, the story of the project is incomplete.

The part of the story that has been written, however, has significant implications. First, it implies that, with enlightened leadership and a great amount of cooperation, significant improvements may be made in schools even with a small expenditure of additional funds. Second, it has important implications for State departments of education. Since each State department of education has established working relations with the colleges and high schools within the State, the department could provide leadership in conducting similar projects among a large number of schools and colleges within the State. The experiences of this project should be helpful. Third, it has implications for colleges. The experiences of this project suggest ways in which college teach-

ing and instruction may be improved and other ways through which colleges may participate actively in the inservice training of teachers. Finally, the story of this project contains implications for education in underdeveloped foreign countries. In those countries, where concern for the improvement of education extends over a wider geographical area than the area covered by the average State in the United States, and where this concern involves heretofore educationally disadvantaged pupils, the story of this project seems suggestive.

If there are no further questions, I would like to break the routine and introduce myself an old friend who has just arrived. This is old friend's week, I guess. I want to get on the bandwagon while it's rolling. Dr. Dent really arrived here at 3 o'clock this morning, I am told. Isn't that correct, Doctor?

Dr. A. W. DENT. That's right.

Commissioner HESBURGH. And this Commission is very much indebted to Dr. Dent because he has served as a member of our State Advisory Committee in the State of Louisiana at a time when it was difficult to find people willing to serve, and we are very happy that he is one of our charter members there and still with us.

Dr. Dent has come at some considerable sacrifice, I think you will all agree. He is a distinguished American, president of Dillard University for some years, serves on many national committees and commissions, and this Commission is delighted to have him here this morning to speak to you about a summer school project for precollege students. Dr. Dent.

STATEMENT OF A. W. DENT, PRESIDENT, DILLARD UNIVERSITY, NEW ORLEANS, LA.

Dr. DENT. Thank you, Father Hesburgh. From what I hear, nearly all colleges are faced with the problem of bridging the gap by one means or another between a student's achievement at the time of high school graduation and what is expected of a college freshman. For colleges with predominantly Negro students, the problem is particularly acute and additionally complicated by the many deprivations inherent in racial segregation.

Dillard University, with the support of a foundation grant, is conducting a 3-year experimental summer program designed: (*a*) To improve the basic skills essential for success in college; (*b*) to develop desirable study habits and attitudes toward learning; and (*c*) to broaden perspective and increase involvement in significant movements and ideas.

The program is based upon the following assumptions: (1) that most graduates of Negro high schools in the South are inadequately prepared for standard college work; (2) that this problem stems

mostly from limited opportunities and experiences, and partly from inept or inappropriate teaching rather than from lack of native ability; (3) that the basis to improvement is increased skill in the four areas of language, reading and writing, listening and speaking, and in mathematics; (4) that success in college also depends upon an enthusiasm for learning; and (5) that delaying the remedial and enrichment experience until college years, whether through remedial courses or through supplementary instruction, is inadequate and educationally expensive.

Approximately 40 students selected from among the 300 admitted to the fall freshman class are involved in each of the 3 summers. These students are evenly divided by sex and are selected to represent a fair sample of the incoming freshman class in regards to range of academic ability and geographic distribution. The program is definitely not designed for either the superior student or the unusually ill-prepared student.

For 8 weeks these students live on the campus. No tuition or fees are charged. In return, they are required to stay throughout the 8-week period, work from 8 to 12 hours a day without college credit, and return as freshmen in the fall. On the assumption that each of these students might otherwise have worked during the summer, each of them is given a scholarship for the freshman year. Scholarships during the remaining 3 years are available in accordance with university policies based upon academic performance and financial need. Students may not apply for admission to the summer prefreshman program. They are selected from among those students already admitted to the freshman class.

The Dillard University program makes full use of the student's time. Each week the student spends at least 33 hours in intensive classroom instruction, 7½ hours for instruction in writing, 7½ hours in reading, 4 hours in mathematics, 2 hours in speech, 2 hours in music and fine arts, 1 hour in the use of the library, 5 hours in public events and world affairs, 1 hour in social and religious values, and 2 hours in health instruction and physical activity. Moreover, an afternoon of each week is set aside for a visit to a place of special historical or cultural interest in the New Orleans area.

To improve their reading skills, students select books to read from 2 special collections of texts: One, a library of 150 paperbacks conveniently shelved in one of the classrooms; the other a collection of 250 volumes shelved as a group in the university library. These selections include novels, short stories, poems, autobiographies, biographies, adventure, and science. Students read complete books and give individual oral reports to their teachers later. No student in

the group last summer read fewer than 14 books in the 8 weeks. The average was 17 and the largest number read and reported on was 38.

More important in the view of the instructors than the amount of reading is the obvious improvement of the quality of understanding of what the student reads. This improvement results in part from direction given in noting such things as movement in the plot, the organization of the book as a whole, and the purpose or theme of the selection. I have here a list of some of the books, but I won't read them.

Another aid to reading was a special room furnished informally. Here the student came to read current periodicals and newspapers. He found here multiple subscriptions to The Nation, Time, Harper's, The Saturday Review, and The New Republic. There were also newspapers, such as the New York Times, the Atlanta Constitution, the Washington Post, the Times-Picayune, and the Christian Science Monitor. Reading these papers and magazines was a part of the organized instructional program.

In writing, our aim is to provide a writing laboratory in which the student writes and revises. Here he receives individual instruction which meets his own needs to enable him to achieve an acceptable standard of writing or to develop his own style of expression. Students sought to achieve honesty of expression by presenting their own thoughts, beliefs, and images as they really believe them to be. Hence, honesty of response was one of the chief aims. In writing and rewriting compositions, students sought to achieve their best in both the expression and the development of ideas. The small writing groups limited to 16 students each, made possible a highly individualized type of instruction. This limitation in size was a great aid in achieving these objectives.

The principal contribution of the speech program is to make the student aware of his speech habits and patterns of expression, and to provide opportunities for him to speak and to build confidence. Tape recordings are made of the student's speech when he begins summer study and again when he ends it. Observations and comparisons are made with regard to quality of speech, poise, and emotional adjustment. The students are made fully aware of these observations and comparisons.

In mathematics, special attention is given to instruction in how to read mathematical problems. A great teacher of mathematics with whom I have discussed our problem at Dillard says that, in his opinion, the biggest problem with young people in high school and in college in the area of mathematics is that they do not understand

what they read; they do not understand the statement of the problem, and he goes further to say that a part of this fault is due to the textbook writers; that they write in such complicated and unsimple manner that it is difficult to understand what you ask a student to do in a mathematical problem, so that our time in mathematics is spent very largely in instruction in how to read mathematical problems. Both teacher and students seek to clarify mathematical concepts so that they may be understood first before the student attempts to solve problems. Moreover, formulas are derived rather than merely presented. Studies include such topics as number systems, fundamental operations with decimal fractions, angles and planes, and solid geometric figures.

The music and fine arts program includes introduction to the instruments of the orchestra, certain forms of music, student performances, and lectures and recitals. Presentations include singers, pianists, art films, and visits to art museums.

Another important cluster of events centers around our current affairs activities. Four evenings each week the group watches one local and one national news telecast. Following each afternoon's news reports, there is a discussion which often leads a student to learn about people and places in distant lands. News stories from Africa or from Asia serve as an occasion for students to prepare maps of these sections of the world and to learn something specific about the natural resources, products, and languages and customs of the region. These discussions include use of the magazines and newspapers subscribed to especially for this group and of the regular university collection of newspapers.

In addition to emphasis upon world events, there are guest speakers who address the group. Last summer, friends, these persons included one practicing attorney, another a militant Moslem from Jordan, and three other professors from the university faculty. All of these related their discussions to national and international issues and to places, both far and near. There was developed a limited, but active interest in world affairs during this brief period of summer study.

The faculty for the prefreshman summer program is carefully selected from among Dillard teachers who have special ability and interest in this type of program of instruction, supplemented by specialists from other universities. The professional staff numbers 20 persons. The ratio of teachers and counselors to students is therefore 1 to 2. It is admitted this is quite exceptional for any type of standard instructional program, but this teacher-student

ratio is maintained in order to provide the desired variety of professional competence.

There is a comparable program of the same nature being conducted concurrently in four undergraduate colleges in Atlanta, which is supported by the same foundation grant as the program at Dillard. There is a research design common to the two centers and there is a team of four consultants selected from the faculty of the University of Chicago.

The consultants participated in setting up the program. They meet twice a year with faculty persons responsible for the direction of the program, and at the end of the 3-year experiment these consultants will write an evaluative report.

I think you will note that in this statement I have undertaken to outline something of why we have the program, what we do in the summer program, but there has been no attempt to evaluate our efforts. The reason for that is we have completed only two summers of the program. We will continue in the summer of 1961, and the evaluation of this program shall not be left to the colleges conducting it. The evaluation will be done by this team of four consultants from the University of Chicago, and we have done this with the hope that the evaluation will be entirely objective. Thank you, Mr. Chairman.

Commissioner HESBURGH. Thank you very much, President Dent. Dean Storey?

Vice Chairman STOREY. Dr. Dent, approximately how many have participated in this institute?

Dr. DENT. Forty each year.

Vice Chairman STOREY. Forty each year?

Dr. DENT. That's right.

Vice Chairman STOREY. Is it limited to 40?

Dr. DENT. Yes; it is limited to 40.

Vice Chairman STOREY. All Negroes?

Dr. DENT. Yes. So far the participants have been all Negroes. I think that what we have been trying to do is to point out—what we hope to be able to do is to be able to point out—at the end of 3 years that these deprivations in the Negro high school can, to some degree, be overcome through a short period of study in summer.

Now, the university, itself, is open to students of all races and we have students other than Negro in the university, but this program has been limited to Negro students for this purpose because of the demonstration.

Vice Chairman STOREY. Yes, sir. I understand, of course, you have not had any official or semiofficial evaluation of results, but I

gather that you, yourself, are very enthusiastic about the program and you can see very concrete results.

Dr. DENT. Well, we are taking some steps to measure these results. Each of these 40 students admitted in the summer is matched against another freshman of comparable achievement in various tests, and we are watching very carefully the students who had the 8 weeks of experience in summer as against the students of comparable achievement who did not have the 8 weeks.

Vice Chairman STOREY. Do you mind telling us just briefly what the results of that experiment have been?

Dr. Dent. Well, the percentage of these 40 students who have been ending up on the dean's list in the freshman class is about 10 times greater than the percentage of other freshmen who end up on the dean's list. Now, I don't know whether what we did for them in this 8 weeks is the cause of that or not. We'd like to try three groups and have someone else take a look at it. We think it does, but I think for an objective appraisal of what this program achieves, we'd like to rely on these four outsiders from the University of Chicago to look at the records.

Vice Chairman STOREY. Thank you.

Commissioner HESBURGH. Governor Carlton.

Commissioner CARLTON. No questions.

Commissioner HESBURGH. Dr. Dent, I think even with every college or university I know, this kind of program would be extremely useful if you could take your lower percentage of those admitted and run them through this kind of program in the summertime, because I think every university administrator today is just shocked by the lack of ability of students to make the adjustment from high school to college.

Dr. DENT. Yes.

Commissioner HESBURGH. It seems to me your program is wonderful to bring these youngsters to light. I am curious as to what foundation supported this.

Dr. DENT. The foundation would like to remain anonymous. [Laughter.] So, if you know of any foundations which have money, but they don't want to give it directly, we can find an agent to administer the money for them. Dr. Brown, may we commit you to administer any money we can get like this?

Dr. BROWN. Be glad to. May I make a statement in regard to——

Commissioner HESBURGH. Yes; surely

Dr. BROWN. The question was asked: How many students involved? Forty at New Orleans, and there are 90 involved in the

project in Atlanta, 20 each in 2 colleges, and 25 each in 2 other colleges, and the colleges in Atlanta are Clark, Morris Brown, Morehouse, and Spelman.

Commissioner HESBURGH. Thank you. I think you have given us some interesting hints, and I will have to nose my way through the underbrush. [Laughter.]

Dr. DENT. Father Hesburgh, you made one statement which I would like to expand on just a bit, because I think persons like you and myself, all of us who are concerned with college administration, are involved in weeding our way through this underbrush, what to do with freshmen. We think that this has implications for American colleges generally. We are working in an area in which the problem is most acute, of course, with Negro students in the South, for reasons obvious to this group, but we think this experiment is likely to have in it some interesting implications for most colleges in this country, and we are hopeful it can be expanded. I doubt that the type of demonstration which is needed can be done fully in 3 years, and with 90 students in Atlanta and 40 in New Orleans, we're talking about 130 students. We think that this might need some continued study.

There are some angles in the research design which will be helpful, we think. For instance, at Atlanta, the emphasis has been more on admitting into the summer program the more advanced high school graduate students of better achievement. In New Orleans we have been very particular to get a complete spread of our freshman class; that is, we have some of those who are at the top and some of those at the bottom. So, we want to demonstrate that what can be done can be done for all students who go to college rather than for just the top students.

Commissioner HESBURGH. Mrs. Cole.

Mrs. COLE. Dr. Dent, can you tell us the cost per pupil other than the scholarship?

Dr. DENT. It costs about $400 per pupil for 8 weeks in summer. This is high, too, we know, but this cost includes a considerable amount of testing and study and research and the matching of these 40 students with 40 comparable students in the freshman class and 1 or 2 staff people who give year-round attention to the problem.

Mrs. COLE. Yes. Thank you. Now, is the scholarship a complete scholarship—tuition, room and board?

Dr. DENT. No. The scholarship is about 75 percent of the tuition.

Mrs. COLE. Thank you, Dr. Dent.

Dr. DENT. We have a peculiar philosophy on that, that we do not completely underwrite the educational expense of any student.

We think with the limited funds we have it is better to distribute it and help more students by assisting the student and the student's family rather than completely absorbing the cost. So, we give no full tuition scholarships to any student.

Mrs. COLE. Thank you.

Commissioner HESBURGH. Mr. Isbell.

Mr. ISBELL. Is the program being run in Atlanta essentially identical as regards curriculum and techniques, Dr. Dent? Do you know?

Dr. DENT. Dr. Brown could speak to this better because he knows both, but I would say briefly that the difference between the program in Atlanta and in New Orleans is that in New Orleans we have been concerned with bridging the cultural gap. I think the Atlanta program has been more concerned with improving the skills. For instance, there is not the music and the art and the religion and philosophy and public affairs in the Atlanta program such as we have.

We think that a good bit of our problem—and we would like to do this in a manner that can be demonstrated—is the lack of opportunity which these students have had at home to understand and appreciate the arts, forms of music, and many of these kids have never been in an art museum in their lives, and they've never heard a violin recital, nor have they heard a symphony, except you get a little of it on television, but not very much. You get more of the other things on television.

Commissioner HESBURGH. I believe Dr. Pullen would like to ask a question of Dr. Dent.

Dr. PULLEN. I would like to ask these questions not in any critical sense at all, because it seems to me what you are doing is very worthwhile, but from a professional standpoint it seems to me they need a little clarification.

I'm not quite sure of your purpose, whether it is orientation or whether it is to take care of the deficiencies in a very general sense of the lack of preparation of the students. For instance, you say that 10 times as many of these students get on the dean's list as the others. Now, possibly the virtue lies in orientation rather than in removing deficiencies.

The second question I have—and may I assure you again this is not at all critical. I'm interested professionally in what you're doing. It sounds like it has a lot of virtue. What is the position of accrediting agencies in respect to this type of work? Obviously it is part subcollege and part college.

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Now, when I was a student in this town I spent a year in the academy which was attached to the college. It was common practice in those days to run an academy in connection with a college. In the course of time, the accrediting agencies frowned upon that and all of the colleges, reputable colleges, stopped it. Now, the question I want to know here—I should like to know: Is this college work or is it subcollege work, and what is the attitude of the academic or, rather, the accrediting agencies?

If it is orientation, all students—and you implied that by one or two statements—then I think it has unusual possibilities and could be carried out, if you would comment on this, either in the fall or in the summer. And the last remark is just facetious, to lighten things up, Father: Why did you want to talk to Ed Murrow? [Laughter.]

Dr. DENT. I'll tell you that after the meeting. [Laughter.] I'll answer the other questions here. First of all, I think that with the Negro high school graduate in the Southern States, particularly those who do not come from metropolitan areas—and I should say that our students in this prefreshman program come from some 15 States or so—a good bit of their problem is a lack of motivation: Why should they learn? Why should they prepare to work in professions in which they have never seen a Negro work? Why become concerned with being a judge, being a very good lawyer? They've never seen a good lawyer who was a Negro. They have never seen a judge who was anything other than white. They've never seen on television a symphony orchestra in which there were Negro members playing instruments. I could go on. These are just examples.

I think one of the concerns which we have is to provide motivation, which they have not had up to this point, and to overcome, as much as possible, in their minds, that they do not necessarily need to be deprived from this point on. If I may tell you just a story which I told to these youngsters who came in last year, I was told the story of a little boy 6 years old who went to public school for the first time—this was not in the McDonough 19 or Frantz School, Mrs. Sand, that this little boy went to public school for the first time—and when everybody else was sitting the little boy wanted to stand, and he just stood up, and the teacher said to him: "Sit down, Johnny." But Johnny didn't sit. And she said to him a second time: "Sit down, Johnny." And he didn't sit. The third time she walked over to his seat and put her two hands on his shoulders and just pushed him down in his seat, and he looked up

at her and said: "You can push me down, if you want to, but in my mind I'm still standing up."

One of the problems with Negro youth in the South is that somebody has to teach them to stand up in their minds. A good bit of this program is designed in that direction. For instance, I spoke of this public affairs, the matter of reading the newspapers. Most youngsters who come out of high school into college have read only one newspaper, if they've read that. Well, if they live in New Orleans and read the Times-Picayune, they get a very different interpretation of the news from what they would get in the New York Times, the Washington Post, the Christian Science Monitor, even the Chicago Tribune, so that one of our concerns here is to have them read differing points of view on the news, as you get in these newspapers. That is the reason for having them listen to local as well as national broadcasts.

The other thing which it does for these students—this gets back to your question as to why they achieve more in the freshman class—in the public school ordinarily there is a textbook from which the teacher teaches, and that's it. What that author says is it. Well, what that author says is not necessarily it, and one of the things we do, in having students read newspapers from various sections of the country and to listen to various broadcasts, is to point out to them that there is more than one point of view on most issues, and if you're going to be an effective citizen in this country, you need to examine many points of view.

I think that one of the reasons why these students have achieved more in the freshman class is because they have not relied simply on what the teacher lectured, nor have they relied entirely on the textbook. They have been concerned with examining what other people have to say. Now, I don't know whether you call that orientation or whether you call it motivation, but what I think we sense in this, what I think needs to be done, is that students need to have their perspective broadened beyond the local community in which they have lived and the concepts of the people in that community. Now, that's on this question of orientation.

On the question of accreditation, there is no course credit given for this whatever. This is a summer spent in trying to improve the student's skills in language and in writing, and in mathematics, and to broaden his concept as a citizen. There is no college credit given for it whatever, and we have not sensed that it involves the thinking of the accrediting agencies at all.

Dr. PULLEN. Could I pursue that just a little bit?

Commissioner HESBURGH. Dr. Pullen, may I just interpose for a moment? Are you going to be here after lunch?

Dr. PULLEN. Yes, sir.

Commissioner HESBURGH. If I might break this off for the moment, we have only 4 minutes until 10:30 and, for those who were not here yesterday, I promised to break this off at 10:30 so those who wanted to go to church might make it.

Dr. Oglesby had requested to give a statement this morning. He talked yesterday, as you recall. Our general attitude here is that anyone who wants to make a statement that has reference to this material, we are very happy to have him do so. I had hoped to squeeze him in before the 10:30 limitation on this morning's meeting, but I understand now from Mr. Rogerson that he is going to be here after lunch. So, if it is agreeable to everyone, we will begin after lunch immediately by giving Professor Oglesby a chance to make his statement. Then we will return to Dr. Pullen and Dr. Dent and continue this conversation.

We have two more speakers this afternoon before we close.

So, we will adjourn now until 1:30.

CONFERENCE

BEFORE THE

UNITED STATES
COMMISSION ON CIVIL RIGHTS

Third Annual Conference

on

Problems of Schools in Transition
From the Educator's Viewpoint

WILLIAMSBURG, VA.

February 26, 1961, Afternoon Session

COMMISSION ON CIVIL RIGHTS

SUNDAY AFTERNOON SESSION, FEBRUARY 26, 1961

Commissioner HESBURGH. Ladies and gentlemen, we would like to begin our session promptly because we must get out by 3 o'clock. Some of us have to run just before 3. Since Dr. Dent is not in the room, I would like to call first on Professor Oglesby for his statement.

STATEMENT OF E. J. OGLESBY, CHAIRMAN, VIRGINIA PUPIL PLACEMENT BOARD, CHARLOTTESVILLE, VA.

Dr. OGLESBY. Father Hesburgh, Dean Storey, Governor Carlton: First, as chairman of the Pupil Placement Board, I want to, on behalf of that board, thank you gentlemen for the privilege of having been here. We've enjoyed it. We feel we have gotten a great deal out of it. It has been a real pleasure to us.

From now on what I am going to say is completely on my own. It's highly controversial and it has nothing whatever to do with integration. I am referring to certain provisions having to do with the scholarship grant.

Now, we've had scholarship grants in Virginia for a long time. They didn't start after 1954. They were in effect several decades before that. There was no actual provision in the Virginia constitution authorizing any such payments; but, acting, I suppose, like the Federal Government did in connection with the GI bill of rights, we made those payments, made many of them, far more of them to Negroes than to whites. For example, one reason for that system is the fact that Virginia maintained no school of veterinary medicine. So, anybody in Virginia that wanted to take veterinary medicine was given scholarship help to go outside the State and get that training wherever he could get it.

We suddenly woke up, about 1955, to the fact that we wanted to enlarge the scope of our scholarship aid, and there was some question as to whether it was constitutional, some question as to whether what the Federal Government had done was constitutional. The question hadn't been raised. So, it was raised in a friendly suit, and it was decided that what we were doing was not authorized by the constitution of Virginia. Therefore, in the late fall of 1955, we held an election to decide whether or not a constitutional con-

vention would be called, and that was carried by a matter of 2 to 1, and then a little later, in early January of 1956, we held another election to select the members of that constitutional convention, and I'm very proud of the fact that I happened to be the one chosen from my senatorial district.

We went to Richmond. We held a constitutional convention. We changed the constitution. Unfortunately, we made one provision in there which I think is completely wrong.

Now, the call for that convention, as issued by the General Assembly of Virginia, provided that scholarship grants, tuition grants, would be made to the parents of children for use only in nonsectarian schools. They thought it was necessary to do that to meet various provisions respecting the separation of state and church. I felt at the time of the convention, and before that, that it was a very bad thing to be putting in there, but, unfortunately, I didn't have enough legal knowledge to realize it was also an unconstitutional thing we were putting in, and it is my honest belief that it is unconstitutional. I knew that it was wrong morally, that it was wrong politically. I thought it was right legally. I have since become convinced that it's wrong on all three scores to have that provision, that those grants can be given only for use in nonsectarian schools.

Now, in the first place, the grant is not given to the school. The grant is given to the parents of the child to help in the education of the child. In the second place, when we say that a parent cannot use that money in the furtherance of the education of his child in a sectarian school, we are violating the first amendment to the Constitution of the United States, which says that there may be no laws enacted regarding the establishment of religion. Now, gentlemen, I know what I'm saying is controversial. I don't expect too many people to agree with me. All I'm asking you to do is think about it.

I would like to read you a paper prepared by Mr. Leon Dure of Keswick, Va., dated January 5, 1961, which will bring out some of the background of what I am trying to talk about, give you a picture of the way we look on this thing in Virginia and allow me maybe to bring out one or two other points.

This is entitled "The Virginia Freedom of Choice School Plan."

This revolutionary solution to the Supreme Court school decision of 1954 offers to every child—of whatever color, whatever means—the individual, wholly free choice of either attending a public school or obtaining a per capita scholarship for use in any other public school or qualified private school in this country.

And the only qualification should be that it is an accredited school, that it meets decent requirements of being a school.

It is based upon the individual freedom of association, held to be guaranteed by the first amendment of the U.S. Constitution, and it creates the individual freedom of education in extending associational freedom to adolescents.

It denies the validity of either "segregation" or "integration" as principles of law and relies instead on the individual freedom to associate or not associate as that individual chooses. Abandoning segregation by law does not logically mean integration by law, which is the common misconception. It can mean freedom by law.

It recognizes that the Supreme Court has the power to prevent State action denying any individual his right to associate in a public place. And it recognizes, also, that the Supreme Court cannot order, and has not ordered, anybody else to that place. This has been done by States in their compulsory school attendance laws. Change these laws to require compulsory education—not public school attendance—and this old personal coercion causing all the trouble in the South is eliminated.

I want to give you certain statistical figures.

Virginia last year gave 4,750 scholarships at a cost of $1 million.

I might say that back long before this segregation-integration question got into it, that there were over a thousand people receiving scholarship aid in Virginia, and when the Supreme Court of Virginia said it was not constitutional, we then had this lapse in the payment of those, and there were more than a thousand knocked out at that time, and that was the reason, of course, for the hurry in having the constitutional convention.

This cost of $1 million compares with total school expenses of $266 million for 750,000 students. And it is a gross cost, not a net cost, because there are savings in that a great many of these people would have been educated in the public schools instead and that would cost the same amount of money. Indications this year are that the scholarships will number 7,500 against a public school increase of 26,000; and the gross cost will be about $2 million.

The scholarships can vary by localities, but the State guarantees up to $275 for high school students and $250 for elementary students. The rationale developing appears to be to make the scholarship the operating cost of the locality. This means that the capital cost of new private schools has had to come from extra tuition charges or private subscription.

The experience of Charlottesville is illustrative:

A private school and an elementary school, comprising five new buildings, were constructed in the summer of 1959. They opened that fall with 500 students. Whereupon the white schools reopened, that is, you remember, they had been closed and they reopened at that time. Two had been shut down by massive resistance. They opened with 3,100 white pupils and 12 Negro pupils. The private schools enrolled 630 in 1960, the public schools about 3,400 white pupils and 20 Negro pupils.

Now, he's wrong on that, of course. I mean 20 Negro pupils who were integrated into the white schools, plus some 700 or 800 other Negro pupils. More than that. About 1,000 in segregated schools.

The new private schools cost $320,000, all but $50,000 of which has been covered by private subscription, meaning a debt on that to be covered later.

These schools are, by no means, "makeshift." Yet their operating cost is no more than the public schools, which proves that there is no economy of large size in public education. In 1 year's time this high school was playing football in such places as Episcopal High School and Staunton Military Academy, and almost all first-year graduates went on to college. Indeed, a

new emphasis on fundamental education is notable in Virginia because of the parental responsibility revived in freeing education from State monopoly control.

This return of Virginia to the individual liberty of Jefferson has brought a total peace in school affairs after 6 years of violent controversy. When everybody has the freedom to do whatever that persons wants to do, there is no ground for complaint and there has been none since freedom of choice was instituted. Instead, Virginia is enjoying a new competition in education, a field that badly needs it.

Louisiana has become the second American State to adopt this solution. The legislative vote in these two States may testify to the university of the two new freedoms. Only a handful of votes were recorded in Virginia against the scholarship act in 1959 and none whatever in 1960. A very similar act was voted in Louisiana unanimously.

The point I want to make is that the system is working. It's working beautifully, but I think there is a very unfair situation in it. I think that we remember that most schools in America were started by religious groups. Nearly all of our southern colleges were originally church colleges. Most of our preparatory schools were started by churches. I think we are losing completely the opportunity to do a great thing for the education of the public universally when we have in our constitution a requirement that that money must not be spent by a parent sending his child to a sectarian school.

Thank you, sir, for allowing me to get this in the record.

Commissioner HESBURGH. Thank you, Dr. Oglesby. Now, I would like to ask if there is any continuation of the discussion between President Dent and Dr. Pullen. We have a few minutes, if you would like to ask any questions.

Dr. PULLEN. I don't think I should impose upon him. All I would like to say is that I think he has educationally, apart from race, an idea which I haven't quite fully understood yet and wanted to get all the information I could.

Commissioner HESBURGH. I agree with you, Dr. Pullen. I think the idea that President Dent is promoting, and going on in other universities of the South, is something that has much broader application to many other schools.

Dr. PULLEN. Maybe he will write it up and send it to us. I will be satisfied with that.

Commissioner HESBURGH. Dr. Dent.

Dr. DENT. Father Hesburgh, I think if we knew the answers to the questions being raised we wouldn't be going through the experiment. That is the purpose of the experiment. I should hope after 3 years we can write it up and that it will be meaningful and useful to American colleges generally.

Commissioner HESBURGH. Thank you, Dr. Dent. Are there any further points that anybody else would like to bring up to Dr. Dent before we move on to our final two presentations? If not, I would like to ask Mr. Bernhard to introduce the next speaker.

Mr. BERNHARD. The next speaker is Dr. Samuel Shepard, Jr., director of elementary education, Banneker Group of Schools, St. Louis, Mo. His topic will be directed to a program to raise scholastic achievement of Negro elementary school pupils. Dr. Shepard.

STATEMENT OF SAMUEL SHEPARD, JR., DIRECTOR, ELEMENTARY EDUCATION, BANNEKER GROUP OF SCHOOLS, ST. LOUIS, MO.

Dr. SHEPARD. Father Hesburgh, members of the Commission, ladies and gentlemen: The written statement which I submitted was titled "A Brief Summary of the Program To Raise the Academic Achievement Levels of Children in the Banneker Group of Public Elementary Schools, St. Louis, Mo.," required some six or seven pages, single spaced, and this was a brief summary. I'm sure that in the 10 minutes allotted to me I could not give you really the details of the program. However, with the question period, possibly the gaps which will be left you will have an opportunity to fill in.

The setting of our situation I would like to read.

The Banneker Group of Schools is one of five geographic and administrative districts in the St. Louis public school system. This group is comprised of 23 elementary schools and has an enrollment of approximately 16,000 children, of which approximately 95 percent are Negro. The district has 500 teachers, 20 principals, 2 general consultants, and an administrative director. I might add 10 percent of the teaching personnel are white; 4 of the 20 principals are white.

The children who are served by this district live in the underprivileged sections of the city and their parents fall on the lower rung of the socioeconomic ladder. I think Mrs. Eugster in her presentation gave a very adequate description of the backgrounds of youngsters coming from these areas.

Our program was set up on the basic premise that if there is a problem; all those concerned should be made aware of it and motivated to work toward its solution. Accordingly, we prepared statistical charts to show the existence of the problem of low achievement throughout the group generally and at individual schools specifically.

Several series of meetings were held. These meetings were held with principals, teachers, parents, and the children. Although the format of these programs differed somewhat with different groups,

the basic purpose of each was motivation. Through discussions, charts, films, and feltboard demonstrations, our ultimate aim, whether with children directly or indirectly through teachers, principals or parents, was to motivate children through the district to achieve to the maximum of their capacities. We challenged our principals, teachers, parents, and pupils to meet the national average in achievement, grades 1 through 8.

In St. Louis we have an 8–4 plan; that is, kindergarten through 8 being the elementary school and grades 9 through 12 the secondary school.

To accomplish this, we have used all kinds of direct and subtle means to get everyone working hard. For example, we have used charts of test results to induce the element of competition between principals to raise the levels of achievement in their schools. Throughout this program of raising the achievement levels, a fine spirit has been fostered and maintained among the principals, the parents, and the teachers. From the beginning, improvement brought about by concerted efforts seems to have stirred principals, teachers, and parents to a wholesome closeness and to greater efforts. We realize that any gains that have been made have resulted from hard work and changed attitudes on the part of parents, teachers, children, and administrators. We got into this program because of a change in the secondary school plan; that is, a three-track plan was embarked upon in the school year 1957–58. These three tracks were set out on the basis that track 1 was for, let us say, above-average achievers; track 2 for average achievers; and track 3 for below-average achievers, and the youngsters were certified by the principals as they left the eighth grade on the basis of test results, that is, the Iowa test of basic skills, which I believe has four parts. Work-study skills were not considered, but the scores in reading, language, and arithmetic were used as the basis for the certifications.

We started with the idea that at the beginning of the eighth grade the youngster must have an intelligence test, and up to this point any citywide testing was reported purely as an individual school; but after our program of desegregation, which went into effect in the fall of 1955, these reports began to be assembled on the basis of these five districts and, of course, as the director of the Banneker district, I noticed that all of the scores always showed the Banneker group on the bottom, and I didn't like this very well, and I didn't believe that the others did either. So, we set out to see what we could do about it, and first we worked with these 20 principals—and, incidentally, of course, the 4 white principals were principals of schools that—let us say the Negro-white ratio was 40–

60 or 60–40, either way, and they were quite concerned over the total population of their schools. At any rate, we recognized that the problem was there because of what the charts would show, and we set these charts up so that while there wouldn't be actual competition between schools—we set them up so that one principal might see what was going on in the other schools in the district, because the socioeconomic status and the general environment was practically the same, and we challenged these principals almost point-blank by saying that the attitude, let's say, toward these tests that were given in the eighth grade was typical throughout the school in that the psychological examiners, who came from a central office to administer the tests, were complaining about the general attitude on the part of everyone in the picture, that is, they were complaining about their working conditions, and if the testers were complaining you could see what it would mean for the youngsters. They were given the poorest place in the schools in which to take the test. If there were a basement room, a dingy, ill-lighted, nonventilated spot, this was usually it; and what we said was this doesn't show this test to be very important, if this is the attitude of the school people.

So, we challenged them by a stroke of their pen to change this on the next day; that is, to give the best possible place in the school building for the administration of these tests. At least this would be one step that would indicate to the youngsters that the principals and the teachers felt that this was something of importance.

We moved from that into meetings with teachers, and we met with the teachers of the schools as individual faculties once each semester. We made several pleas to them. I will not have time to go into all, but one of the pleas we made was to quit teaching by IQ. Of course, this is a rather touchy ground, but we explained what we meant teaching by IQ something like this: That here was a teacher who had copied the IQ numbers down the line from a list in the principal's office and that throughout the semester if the teacher called on Mary, let us say, with an IQ of 119, she followed somewhat this pattern: If Mary didn't respond quickly, "Well, now, come on, Mary. You know you can do this. You know how we did this yesterday," or bring up an analogous situation. She encouraged; she stimulated, until Mary came up with the proper answer, or what the teacher at least considered an adequate one. However, when she called on poor John with his 74 IQ, if he mumbled something fairly audible, why, this was wonderful; pat him on the back and, "Be sure and be here tomorrow. You can wash the windows and help move the piano and water the flowers, and the erasers must

be washed," and so forth. This is the kind of encouragement that he got with a 74. This is teaching by IQ. She was a little horrified at the end of the semester when she turned in her grades. She looked under the glass and saw that the columns she had copied for IQ's were locker numbers. Now, this is about what goes on.

You see, teachers approached the problem: This is the way to get peace of mind. You are differentiating your instruction, and so forth, but you don't give this encouragement to all of those who really need it.

At any rate, we knew that we couldn't get the total job done without meeting with the parents. So, we followed a procedure in which we met with the parents of the youngsters in each school, and we met at night.

We made several pleas to them, and I'll relate only one here in terms of, let us say, homework. We tried to explain the policy of the operation of the school in a large city. We presented the charts to show the low level of achievement of their youngsters, and we pointed out if they had any interest, any desire in this matter—they were already behind—if they expected to catch up, they would have to put in some extra licks. So, we asked the parents to be what we called the manager of the homework, and that is: that they would agree with their youngster on a certain amount of home study for each evening; that they would be the manager in that they would provide the place, a quiet place; that they would not assign chores; that they would see that the other children in the family did not interfere during this 30, 40, or 60 minutes, whatever was agreed upon; and that they would have the nerve and the audacity to turn off the TV and the radio and to prevent the use of the telephone and these kinds of interruptions. In other words, we talked real plain and simple about how they could help their youngsters raise their levels, and the response was fantastic, I would say. Many of the parents after these meetings would come up and say to me, "My boy is starting tomorrow. I never heard anything like this before. I didn't know this. I thought if he was in the seventh grade he was doing seventh-grade work."

Of course, we had pointed out that the grade placement simply might tell you how long the youngster had been living or breathing in the school, but nothing about his ability to read or to do mathematics or anything else. So, they were quite responsive, and many of them did cooperate with us a hundred percent.

We have continued to follow the policy of meeting with the individual faculties once each semester, at which time we would present these charts to show what the results had been over that semester; and, of course, this turned out to be rather pleasing cycle, in which

you work some; you see the results; they are quite encouraging; so, you go back and roll up your sleeves and work a little harder to get better results.

We've followed, as I say, this pattern of meeting with the teachers each semester, with the parents each semester.

Now, I believe our biggest job was in changing the attitudes of the principals and the teachers. This is quite a test, and I think that this little statement from one teacher will tell you what I mean. After about the second year of this effort, I was in the school and chanced to meet this particular teacher and she said: "Mr. Shepard, you know, there must be something to this you are talking about here, because all 33 of these youngsters I have in the second grade this year are reading on level."

Now, this would give you an idea of her reluctance to get in and pitch like the others had been doing; otherwise the children that she received would have been on level.

Now, let me jump briefly to the results of the program as measured by the objective tests. As you can see, we started with no particular research design in this matter. This was a matter of when you met with the teachers or the principals or the parents you asked for their suggestions, and, of course, we had some very excellent suggestions that came along and we tried to incorporate them into our program.

Dr. Dent mentioned motivation, and one of the things, for example, in terms of field trips, Dr. Dent, you will be interested to know. We wanted to show these youngsters how the information might work out. We picked the city hospital, in which the administrator told me that there were 85 different occupations in that hospital. We had every one of our eighth-grade youngsters on a field trip to the hospital. They couldn't see into the workings of 85 occupations, but they did see 15; and this was the type of motivation that we were after. Some of it, as I say, was directed directly at the pupil; some directly at the principal and teacher.

Now, when we took the first look at our medians for the entire group of youngsters certified to the high schools at the end of the first semester of the school year 1957–58, we found against an expectancy, the national average, of 8.8, meaning the eighth month of the eighth grade, and these medians in our schools: reading was 7.7, which would be a year and a month behind; language—7.6, a year and 2 months behind; arithmetic—7.9, which would be 9 months behind.

We took this same look at the medians for the youngsters who finished in January past. We found that the reading median had gone to 8.3, which was the third month of the eighth grade; the

language had gone to 8.6, which was the sixth month of the eighth grade, and arithmetic 8.4.

Now, we have approximately 500 youngsters who graduate from the schools and go to the high schools each semester. You note that this is not following one particular group all the way. This is simply taking the median for each class as they come.

In terms of our certifications to the track program, that first semester, 1957–58, we certified seven percent of that 500 to track 1. This last semester this had gone to 20.7, which is about three times as many.

For track 3, to jump over to that first semester, we certified almost half of our youngsters to the below-average group, the figure being 47.1 percent. This past January this number had dwindled. This percentage had dwindled to 21.3 percent. Now, this is more than half.

In terms of the primary reading—you may be interested—we found that at the textbook standard, which we don't think is too good a measure—at any rate, I'll quote that—the first semester that we looked at this, 1957–58, the textbook percentage was 10 percent at the textbook standard. At the present time it's 35 percent. Now, I say the textbook standard is not too good a means of evaluation because this is on a time basis, that is, if a youngster is not promoted out of the basic book at the end of the semester he cannot be recorded as being at the textbook standard. On the other hand, if there are 300 pages in the book and he is on page 275, he gets no credit whatsoever.

We do not think that this is a fair means of evaluating. Therefore, we established what we call the district standard—that if the youngster was reading in the book in which he should be reading and finish at the end of the semester—that if he were in the book that he should be given some credit, and we call this our district standard, and on this basis 46 percent of our youngsters were at this standard the first semester of the school year 1957–58, and last semester or the semester closing in June this figure was at 74 percent.

Now, Mr. Chairman, it would take another 6 six hours, at which time I expect to be halfway toward St. Louis, to finish this. So, maybe I should stop at this point. I have indicated a little what our program has been. The only cost to our board of education has been the three teachers that I have used, maybe by subterfuge, in that I have taken them off the staffs of the schools to which they were assigned and assigned them to my office to help me do some of this work. Other than that, there has been no increased cost to our board of education.

The program has been purely one of changing attitude. It's pretty hard for a person from a middle-class background to go all-out to embrace, encourage, and stimulate youngsters who come from the very lowest socioeconomic brackets, but this, in general, is what we have done.

Commissioner HESBURGH. Thank you very much, Dr. Shepard, and may I express a personal hope that on the way home you have better luck than coming. I think Dr. Shepard in coming here had to use every means of transportation except the 40-mule team, and he did finally get here last night. Also, so we'll be sure to end on time, I'm going to slip right into the next program, which is also a special program, and after the next, which is the final, presentation is given we will have open discussion on both of these programs.

I want to do this to make absolutely sure that we finish on time, because we must be out of here just shortly before 3 o'clock.

So, if you will present the last speaker, then we will get back to Dr. Shepard.

WTITTEN STATEMENT OF DR. SAMUEL SHEPARD, JR., DIRECTOR, ELEMENTARY EDUCATION, BANNEKER GROUP, BOARD OF EDUCATION, ST. LOUIS, MO.

A BRIEF SUMMARY OF THE PROGRAM TO RAISE THE ACADEMIC ACHIEVEMENT LEVELS OF CHILDREN IN THE BANNEKER GROUP OF PUBLIC ELEMENTARY SCHOOLS, ST. LOUIS, MO.

The Banneker Group of Schools is one of five geographic and administrative districts in the St. Louis public school system. This group is comprised of 23 elementary schools and has an enrollment of approximately 16,000 children, of which approximately 95 percent are Negro. The district has 500 teachers, 20 principals, 2 general consultants, and an administrative director. The children who are served by this district live in the underprivileged sections of the city and their parents fall on the lower rung of the socioeconomic ladder.

Our program was set up on the basic premise that if there is a problem, all those concerned should be made aware of it and motivated to work toward its solution. Accordingly, we prepared statistical charts to show the existence of the problem of law achievement throughout the group generally and at individual schools specifically. Several series of meetings were held. These meetings were held with principals, teachers, parents, and children. Although the format of these programs differed somewhat with different groups, the basic purpose of each was motivation. Through discussions, charts, films, and felt-board demonstrations, our ultimate aim, whether with children directly or indirectly through teachers, principals, or parents, was to motivate children throughout the district to achieve to the maximum of their capacities.

Approaching the problem through school principals

The purpose of the first series of meetings was to arouse an awareness on the part of schools principals of the magnitude of the problem. The topics of discussion at these meetings centered on ways and means of motivating teachers and parents who in turn would motivate children to put forth maximum efforts. Statistical charts indicating the generally low level of achievement were shown. The administrator's role in generating the proper atmosphere throughout the school with respect to physical environment and pupil attitude was stressed. The principals were encouraged to initiate some program in their schools to motivate teachers and children to grapple with the problem. They were informed that the problem could not be solved unless there were changed attitudes toward the possibility of higher pupil achievement. It was stressed that

race, socioeconomic status, and residential area are not and could not be considered insurmountable obstacles. A representative from the division of tests and measurements was invited to meet with the principals and show how school personnel could promote the positive attitude that doing one's best is important. The principals were further urged to consider some program to maintain interest in learning activities during the summer months. Three suggestions were offered: (1) enrollment in summer reading clubs sponsored by the public libraries; (2) use of publications such as "My Weekly Reader" or "Junior Scholastic"; (3) providing for summer review and study reduplicated worksheets and study guides that had been used during the previous school year.

In addition to these vacation activities, the Banneker Group of Schools organized and conducted a summer school program under the joint sponsorship of the St. Louis Board of Education and the Ford Foundation during the summer of 1960. This summer school program emphasized instruction in reading and spelling, and included children throughout the group from grades four through eight.

Work with teachers

A second series of meetings was held with the teachers throughout the Banneker Group. These meetings involved individual school faculties and were conducted at the noon hour once each semester. In our meetings with the teachers, we again presented statistical charts showing the levels of achievement. These charts, however, showed levels at the individual school and the relative positions of that school with respect to both the district pattern and the national norms. The teachers were challenged to teach without using the IQ as a rigid yardstick indicating achievement potential. They were reminded of a statement by Binet to the effect that determination, drive, desire, and ambition are just as much a part of school success as is native ability. These teachers were also challenged to reevaluate the conventional generalization that children from low socioeconomic backgrounds are limited in their capacity to achieve. It was emphasized that wholesome pupil-teacher relationships are of paramount importance for maximum pupil performance. Therefore, teachers were advised to respect the human worth and dignity of all children regardless of differences in racial origin, social backgrounds, and cultural opportunities which might exist between them as teachers and their pupils. All were reminded that children are among the first to recognize and resent an attitude of condescension.

As a result of a combination of circumstances, the pupil-teacher ratios in most of the schools in the district were reduced in amounts ranging from 2 to 10 pupils (in 1 school, the ratio was cut from 43 to 33). This reduction made pupil-teacher ratios in the district equal to those throughout the city. Inasmuch as Negro teachers had always carried the heaviest class loads, great stress was placed upon these now more equitable pupil-teacher ratios. Teachers were reminded that this fact would clearly invalidate previous claims that excessively large class loads were hindering effective teaching. The need for mastery of subject matter was then stressed. It was pointed out that in order to attain mastery, the average child needs to spend some time in effective home study. Finally, the teachers were asked to consider seriously the data presented and determine whether or not these data represented maximum effort on the part of all concerned.

Meeting the problem with parents

Continuing to follow the practice of bringing the problem to all concerned, we conducted a third series of meetings with the parents throughout the group. These meetings were held in each school building at 7:30 p.m. Again, through simplified statistical charts, the parents were shown the low levels of achievement of their children. To create a thorough understanding of achievement as it is related to grade placement in the St. Louis public schools, current operational and promotional policies were explained in detail. It was pointed out that a new curriculum program in the secondary schools of the city of St. Louis requires mastery of subject matter in the upper grades of the elementary school (St. Louis operates an 8-year elementary and a 4-year secondary plan). It was further suggested that for the average child, mastery of subject

matter requires some effective home study. In order to give the parents an idea of some basic desirable study skills, the following points were stressed: The child should—

1. Know what the assignment is.
2. Have the best place in the home to study—a place free from distractions.
3. Plan the study period—know how the study period is to be used.
4. Have all the materials on hand to do a good job—pencils, notebooks, dictionary, eraser—in order to avoid delay.
5. Learn to stay on the job and concentrate on the task at hand.
6. Develop the practice of having a full understanding of what has been done—seek understanding if it is not gained during the home study period.

To aid in the presentation of these points, the films "Keep Up With Your Studies" and "The Benefits of Looking Ahead," produced by Coronet Films, Inc., were shown. The parents were charged to assist their children in developing these desired study habits. In addition, an effort was made to help parents see the relationship that exists between sound academic preparation and gainful employment in adult life. They were urged not to let their own past experiences with job discrimination and segregation limit them in their efforts to encourage their children to aspire toward higher goals.

In order to state in concrete terms just what parents can do to help the school develop their children maximally, a "Parent's Pledge of Cooperation" was drawn up, presented, and interpreted in detail during special peptalks held throughout the district. The following is a copy of that pledge:

The Parent's Pledge of Cooperation

I. I pledge that I will do my level best to help my child put forth his best effort to study and achieve in school.

1. I *will make sure* my child attends school everyday on time and with sufficient rest to be able to do a good job.
2. I *will provide* my child with a dictionary and, as far as I am able, a quiet, well-lighted place to study.
3. I *will insist* that my child spend some time studying at home each day.
4. I *will visit* my child's teacher at least once during each semester.
5. I *will discuss* my child's report card with him. I *will compare* my child's grade level with his level of achievement.
6. I *will join* the PTA and attend meetings as often as I can.

II. I recognize the fact that skill in reading is the key to success in school achievement. Therefore:

1. I *will provide* my child with a library card and insist that he use it regularly.
2. I *will give* him suitable books frequently (birthdays, holidays, and other special occasions).
3. I *will give* him a subscription to one of the weekly school newspapers or magazines (My Weekly Reader, Jr. Scholastic, etc.).

III. I pledge to do my best to impress upon my child the fact that success in school is his most important business.

In summary, the parents were asked to assume a changed and positive attitude toward school success themselves and through their actions impress upon their children the fact that success in school is the child's most important business.

Efforts with pupils

Formal guidance activities are not provided for the public elementary schools in the city of St. Louis. However, a guidance program for seventh- and eighth-grade pupils was organized throughout the Banneker District on a group basis. Efforts were made to assist the schools in motivating their pupils. Various types of activities were launched: (1) assembly programs, (2) field trips, (3) peptalks, (4) honor assemblies, (5) production and posting of placards and posters. The following are brief descriptions of each of these motivating activities:

Assembly programs

Each assembly program was devoted to the development of a definite theme. One such program was devoted to the theme, "Developing Effective Study Skills." During this program, the new curricular organization in the high

schools—the three-track system—which set up curriculums for above above-average, average, and below-average achievers was explained.

The relationship between effective home study and academic achievement was pointed out. A film, "Keep Up With Your Studies," emphasizing desirable study habits was shown. A special effort was made to stress the value of scheduling and the wide use of time. At still another assembly, the theme "Stay in School and Graduate" was developed. At this time, the pupils viewed the film, "Stay in School and Graduate," produced by the U.S. Navy. Following the film, pupils were made aware of the fact that the military services are looking only for persons having sound academic preparation and, further, that industry is similarly interested only in well-prepared individuals. A third assembly presented the theme, "Don't be a Procrastinator." This program emphasized the dangers involved in putting off that which ought to be done as soon as possible. The concepts presented in this film were translated to the school setting by urging the pupils not to delay getting down to work at school. These and other related themes were presented periodically to each school in the district.

Field trips

In order to show in a concrete way the relationship between what one learns in school and what one does in many different types of jobs and occupations, the eighth-grade pupils from each school in the district were taken on a field trip to one of the large city hospitals in which many different types of professions and jobs are concentrated.

Peptalks

General consultants and curriculum experts visited each eighth-grade class approximately 1 month prior to the taking of achievement examinations given for the purpose of assigning pupils to tracks in the high school. These experts pointed out the importance of maximum achievement on these tests and suggested ways in which the pupils could make sure that their test results indicated accurately the extent of their understandings and skills.

Honor assemblies

A series of honor assemblies was conducted. In the presence of the sixth- and seventh-graders at each school, in order to stimulate and inspire them to greater efforts, the director of the district, the assistant superintendent of public elementary and special schools, and a guidance counselor honored those pupils whose achievement records were outstanding.

Posters and placards

Concurrent with the above activities, posters and placards were prepared and distributed in strategic places in the schools throughout the district. These posters and placards were based on the motivating activity being conducted at the time and served as visual reminders of the themes being emphasized.

Statistical data

Our program has been in effect approximately 4½ years. Certain data were collected at the end of each semester. The following table reveals the improvement made between the years 1958 and 1961.

	June 1958	*June 1960*
Primary reading achievement: Percent of children reading at the district or group standard. (Not more than 1 book below the textbook standard. Sampling: approximately 6,000 primary children)	*Percent* 46.6	*Percent* 74.2
	January 1958	*January 1961*
8th-grade graduates testing results (Iowa test of basic skills, multilevel sampling, approximately 500 8th-grade students):	Group medians	
Reading	7.7	8.3
Language	7.6	8.6
Arithmetic	7.9	8.4

Track assignments [1] upon entering high school:	January 1958	January 1961
Track I	7.0	20.7
Track II	45.9	52.4
Track III	47.1	21.3
Terminal education [2]	----------	5.6

[1] St. Louis secondary schools have in operation 3 basic curriculum tracks; track I for above-average achievers, track II for average achievers, and track III for below-average achievers.
[2] This classification includes graduating students, who because of intellectual limitations and age, do not appear to be able to benefit from the regular track III program.

Other tests were administered. The Gates Reading Survey Tests were administered in grades 4 through 8 and the Stanford Achievement Test in the seventh grade. These tests were administered each semester and, generally speaking, gains were shown.

Throughout this program of raising the achievement levels, a fine spirit has been fostered and maintained among the principals, parents, and teachers. From the beginning, improvement, brought about by concerted efforts, seems to have spurred principals, teachers, and parents to a wholesome closeness and to greater efforts. We realize that any gains that have been made have resulted from hard work and changed attitudes on the part of parents, teachers, children, and administrators.

Mr. BERNHARD. The last speaker is Dr. Daniel Schreiber, coordinator of the Higher Horizons Program, Board of Education of the city of New York. His discussion will be directed toward the Higher Horizons Program, and we have had the opportunity to hear from Dr. Schreiber previously. Dr. Schreiber.

STATEMENT OF DANIEL SCHREIBER, COORDINATOR, HIGHER HORIZONS PROGRAM, BOARD OF EDUCATION, NEW YORK CITY

Dr. SCHREIBER. Thank you, Mr. Bernhard. Mr. Chairman, ladies and gentlemen, last year when I had the pleasure of presenting my paper before the group I described how we were working in the junior high school. I may have told you that our first class was graduating from senior high school, and we have some results on this class. I'd like to give them to you before I tell you about the rest of our program. I wasn't able to submit this report to the Commission because it came off the press afterwards.

In a comparison with the first project group that went on to George Washington Senior High School with previous groups that attended the senior high school from Junior High School 43, 41 percent of the graduates are now in postsecondary schools; in the past, only 12 percent. Twenty-eight percent of the group received academic diplomas; in the past, only 11. The holding power for the group was 64 percent as compared with 47 percent.

Interestingly enough, the percentage of Negroes, Puerto Ricans, and whites that entered the class 3 years ago was the same as the percentage that graduated from the class. There was no attrition because of race.

Eleven students received honors in one or more subjects. Four of them won regents' State scholarships. Seven won medals or cer-

tificates for outstanding work. Three of them ranked Nos. 1, 4, and 6 in a class of 900. Four exceptional students who entered with IQ scores of 108, 128, 99, and 125 finished, after 3 years, with IQ scores of 134 and 139-plus, which was the ceiling of the test. Four students at the other end who entered with scores, IQ scores, of 72, 74, 83, and 85 finished with IQ scores of 96, 98, 106, 118, and all received academic diplomas.

In terms of IQ change for the group, whereas the median score was 93 in 1956, it was 102 in 1959.

In general, comparing the group with previous groups to the George Washington High School, 39 percent more finished high school than before; two and a half times as many completed academic courses of study; three and a half times as many went on to some type of postsecondary school education.

I could, of course, have spent more time on this report. The report runs close to 64 pages, but I would rather go into a Higher Horizons' report, and this, too, is a rather thick one. This runs to 74 pages, which I abridged to 13, and now I'll try to get it within 10 minutes.

A Higher Horizons program starts now in grade 3. We felt that even grade 7 was much too late to overcome some or many of the cultural handicaps that so many of our children face.

Since I was here last, two national magazines have had articles about the program, one in Reader's Digest and the other one in the February 4 issue of the Saturday Evening Post. Incidentally, the second article was written by the new Assistant Secretary of State for Public Information, Carl T. Rowan.

We believe, and believe firmly, that human talent is too precious to be wasted and stifled; yet, stifled and wasted it is. We seek to raise the educational, cultural, and vocational sights of all children, especially children from the less privileged groups. We feel that every board of education, especially New York City, must seek out, must uncover and develop talent wherever it exists. To do less, to neglect, to ignore or to overlook this full development of potential is unconscionable in our American society.

We believe in the dignity of all men, and that in these United States the length of a person's reach should not be shortened because of poverty, race, or religion. Our basic approach is to create in the mind of a child an image of his potential, fortify this image by parent, teacher, and community attitudes.

The parent is the most important thing in this attitude fortification. More children go on to college because their parents told them that they had the right and they would support them and

help them. Money is not the prime factor in higher education. It is important, but not the prime factor.

We also believe that children, especially children from minority groups, respond positively to what is expected of them. We know full well, as educators, that motivation, aspiration, image formation are not sufficient. Knowledge and skills must be taught. Study habits must be drilled. Achievement levels must be raised. So, we believe our program is a total educational one. It stresses the upgrading of a learning situation through the improvement of teaching, through curriculum enrichment, remedial teaching and small-group work, where necessary, identification and development of special talents, child and parent counseling, group guidance, parent workshops, teacher workshops, and cultural enrichment.

We firmly believe that the riches of our society are so great that every child and parent, regardless of how poor he or she is, should enjoy these riches. We therefore take our children to theater, opera, ballet, concerts, museums. Where we can, we take our parents with them. In other cases we try to have a parent-child activity, hoping that this activity becomes part of the family conversation, eventually spilling over into the community and raising the community's sights.

Higher Horizons calls on and cooperates with all the resources in a community—churches, colleges, research centers, social agencies. Whatever group is able to help we feel should become part of the program.

In 1959–60, approximately 6,000 third-grade children in 31 schools were in the program. We spent money. Additional guidance counselors and teachers were assigned to the schools—one guidance counselor for each third grade and one extra teacher. We tested our children at the beginning of the third grade and we found, as low as the third grade, the median child was already a term retarded in reading, a term retarded in arithmetic; and, if I might jump, when we tested our seventh-grade children we found they were 2 years retarded in reading and almost 2 years in arithmetic. The pattern is always the same—cultural deprivation; lack of family stimulation; the child is retarded, and this retardation accumulates.

We were able to do some quantitative studies. We were able to give our third-grade children the Metropolitan Reading Test when the program started and then again on a citywide basis in April. We asked our bureau of reference and research to do some samplings for us. The first study they did was a random sampling of 800 children. We found that the children in the Higher Horizons program gained 8.3 months in paragraph meaning over a 6-month period. This compares with the previous rate of growth of 4 months

in the same period. We then asked them to do a matching job, take children from the Higher Horizon schools and match them with children from similar schools without the program, match them on ethnic composition, IQ, socioeconomic level. They did that, and the children with the Higher Horizon schools were approximately 3 months above the other children. They did another study for us. They compared the reading scores made by the children in the Higher Horizon schools prior to the program and subsequent to the inception of the program, and they compared these scores with the citywide scores.

In 1958—and I am sorry to say some of these figures are difficult to keep in one's head all the time; I'll try to run them off, if possible—in general, the citywide results are 3.6 at this level. In the Higher Horizon school to 1958, the children scored 7 months below citywide scores. In 1959 it was 5 months below. In the matched schools, which were 3 months below the citywide scores, they were 4 months above the Higher Horizon schools in 1958, and above the Higher Horizon schools again in 1959. In 1960 the median child in the Higher Horizon school scored 3.4, is approximately 2 months below grade level. He is higher than the matched non-Higher Horizon school.

If this type of growth continues, I feel free to predict that by the time our children reach grade 6, the median Negro child will have the same score as the citywide child and the distribution of scores will be a normal distribution. This is the best we can hope for and the best we can expect.

We gave guidance to every child. We took them on trips, and I'd like to read some of the evaluation as given by the school. This is on the basis of cultural enrichment; and one parent said this:

> He never liked school. He never wanted to talk about it. He was often in trouble. Then the class was going to see the ballet, "The Nutcracker Suite." He looked forward to going. He began to talk about music, and after he went he told me all about it. Now he tells me other things about the school, and he is beginning to want to read. The teacher says he has improved in conduct, too.

In our parent workshops we set up programs for the parents. In one school, where we took the parents to the library to tell them about a library, 14 parents out of 22 took out library cards. In other schools they set up Brownie and Cub Scout troops. They volunteered to take children on trips. One parent said: "We never had anything like it." Attendance has improved. Half the schools have indicated an increase in attendance. Other schools report pupils are reading more on their own and taking pride in so informing counselors.

This is one of the things we did not press, but it came through: In New York City a principal has the right to suspend a child for extreme misbehavior. In one of our schools where this misbehavior was rather high—and I'll quote:

> In 1958–59 we had 30 suspensions. In 1959–60 we had 11. For the first term of this year we have had only one.
> Our attitude toward the problem boy has not changed and we still have tough ones. However, we can get to them quicker now and help them before they erupt.

Another school reported:

> There has not been a single gang incident in or around the school during the current school year.

We feel that the impact has been great. Attitudes have changed. Achievement has improved. Sights have been raised. Children have been stimulated. Parents have become hopeful. Teachers feel rewarded.

I'd like to conclude by saying that education is a priceless and envious thing, and a child has only one chance at it, and a child's future is now, and our American society owes to each child the best it has to give so that he may lead a good, useful, and fruitful life.

Commissioner HESBURGH. Thank you very much, Dr. Schreiber. I would now like to ask Dean Storey if he has any questions for either Dr. Shepard or Dr. Schreiber.

Vice Chairman STOREY. No, sir.

Commissioner HESBURGH. Governor Carlton? Mr. Bernhard, do you have some questions for either Dr. Shepard or Dr. Schreiber?

Mr. BERNHARD. I think I'll let Elizabeth Cole start. I know she has some.

Commissioner HESBURGH. All right, Mrs. Cole.

Mrs. COLE. Dr. Schreiber, I would like to be certain that we understand the new project you are starting both in the third grade and the seventh grade in certain schools. That will be continued in the same way that Project 43 was, with the same children throughout their school life?

Dr. SCHREIBER. No. The emphasis will be different. Let me put it this way: We started with grade 3 and grade 7, and every year we pick up a new grade 3 and a new grade 7, so that our program is in grades 3 and 4 and 7 and 8. Next year we will pick up new grade 3. We'll have 3, 4 and 5, 7, 8 and 9.

Mrs. COLE. So, essentially you are trying to stimulate in 1 year and overcome in 1 year the problem, and hope the relationship to the parent has been so established that it will carry through?

Dr. SCHREIBER. Oh, no. Every year. In other words, the child in grade 4 gets the same services that he got when he was in grade 3.

Mrs. COLE. Oh, I see.

Dr. SCHREIBER. In grade 5 he will get the same services. We are now making plans for the senior high school, where the program will enter in September of 1962, and, rather than stress the academic child alone, the child who will go on to college, we are going across the board. We are making plans to work with the academic-minded child, the general diploma type of child, and the vocational high school type of child. Our present plan is to have at least 70 additional teachers for this group in September of 1962.

Mrs. COLE. Dr. Schreiber, can you tell us the per pupil cost, in addition to the ordinary per pupil cost?

Dr. SCHREIBER. Last year the per pupil cost was approximately $50 per pupil above normal costs. This is about 10 percent over our budget.

Mrs. COLE. Is this carried entirely by the city of New York?

Dr. SCHREIBER. At the present time it is.

Mrs. COLE. I have another question that is going to display my ignorance of testing. We have talked so much about the testing and measurement of achievement. Are there any accepted and recognized tests that measure native ability as distinct from achievement? Perhaps you could tell us about that.

Dr. SCHREIBER. I'll be a pedagogue, and maybe some of those who know more about testing than I will correct me. An intelligence test basically tries to find out what a child has learned, assuming that all children have similar experiences. We have found in New York City—and I think this is true throughout the country—that a child coming from a culturally handicapped environment tends to score lower the older he becomes on a verbal test. I have some figures with me. For instance, in the year 1956–57, the citywide median IQ, average IQ, on a verbal test was 101; in the borough of Manhattan, which has a preponderance of Negroes and Puerto Ricans, the IQ was 89; in districts 10 and 11, which is predominantly Negro, the IQ was 81, but when we gave our children a nonverbal test the score was 99, so that your IQ score for children from culturally deprived neighborhoods to a great extent corresponds to an achievement test in reading, and we feel that, with the testing that we have done, we are coming closer to their real IQ or real IQ score as we raise their reading level. Possibly Dr. Shepard could tell us of his experience.

Commissioner HESBURGH. I would like to break in and suggest you do, Dr. Shepard, because this impinges on a very important

point that is central to this whole discussion we have been having the last 2 days.

Dr. SHEPARD. I think what I would like to say here is that at the University of Chicago, Dr. Eels and Dr. Allison Davis have worked on this problem of a so-called culture fair, culture free, test and I think they are about to toss in the sponge, that actually they cannot construct such a test. That's not to say that the tests that they do have will not measure, in a valid sense, achievement, but they do not measure native endowment as such to indicate potential. I believe they are just about to give up the ghost in that respect.

In comparison with what Dr. Schreiber has reported, at the beginning of our program, in which the tests were administered really because of the three-track system, the IQ median in one of these five districts that we would consider the favored sons was 108. In the Banneker District the median was 83. This past semester the IQ in the favored district was still 108. It was slightly below—107.6, whereas our median had gone to 90.3. I don't know whether these statements help any, Mr. Chairman.

Commissioner HESBURGH. They help a great deal, and they point up, I think, a further investigation we are going to need on this Commission, because one of the three basic points we assembled here to discuss was pupil placement. Now, I think, no matter how you approach pupil placement, you have got to establish a criterion on which to place pupils. If the normal criterion is one of achievement for people who have been denied the opportunity to achieve because of low cultural, economic, social background, then you may be overlooking latent talent and consigning this person with latent talent because of the bad achievement to a school in which latent talent will be made further latent——

Dr. SHEPARD. Could I——

Commissioner HESBURGH. And the whole future of this youngster may be compromised because of bad testing, inadequate testing, or inadequate standards of placement.

Dr. SHEPARD. I would like to say we have many experiences that would indicate simply stimulation, encouragement, and motivation would close a bit of the gap. For example, in our system, if a principal exercises the prerogative that Dr. Schreiber mentioned there of suspending a youngster, the only way he can get back is through the director.

I had a youngster come to me at the middle of the semester with his parent requesting a transfer to another school. I said to his parent: "Let me explain to you what's going on. I understand the

principal and the teachers over there have their foot on this boy's neck. They're trying to make him recognize that he has potential and he should achieve something. I'd invite you to join them and get your foot in his back somewhere." At any rate, after explaining the value of doing this, and so forth, I said: "Try it for a couple of weeks. If you don't like this, call me and we'll transfer him."

I didn't see this boy any more until the middle of the summer on the golf course where he was caddying. He came up to me and said, "Don't you remember me?" And I said: "Yes, I think so. I don't remember any details." But he went on to say: "I wanted to tell you I made track 1." Well, of course, when he said that, I was interested more than I would have been ordinarily and thought back of this situation in the middle of the semester.

Now, what happened to that youngster was, when I looked up his record, he had gone to 10.0 in reading, 9.9 in language, and 9.6 in arithmetic, purely because he couldn't find another way out. He did this almost within a 3-month period.

So, here is a matter of when a youngster or his parent or the teacher and the principal decide that they are going to go all-out in this stimulation, encouragement, motivation, then the results, as I say, become fantastic. We have many experiences like this.

Dr. PARKLLAN. May I add something?

Commissioner HESBURGH. You certainly may.

Dr. PARKLLAN. By way of credentials, my part-time job is working as supervisor of instructional research in the Detroit public school system, and I supervise the testing program there. People in testing are becoming extremely cautious about referring to what have been called intelligence tests as such any more. They are increasingly being called school aptitude tests or school ability tests. After all, schools are accepting the fact that these are used as operational tools to try and put children in the right niche where they can succeed in school, but so far as testing the native ability—this is open to so much question that, on an operational basis, we just don't even call them intelligence tests any more.

Commissioner HESBURGH. I would like to ask Dr. Dent, if I might, if he sees any implications in all this discussion we have been having for the Negro youngster who gets caught in the throes of a placement and is placed on the basis of these very tests that are being called in question by the most knowledgeable people today. Dr. Dent, would you say something about that?

Dr. DENT. Yes. My mind was running to something a little different.

Commissioner HESBURGH. Don't let me sway your mind.

Dr. DENT. No. It impinges on this program, on this question which you raise. I was sitting here thinking we are moving in a vicious circle here. We are talking about how to motivate and inspire students, mostly in a segregated school system, where the teachers, themselves, lack motivation and inspiration, because they are the products of this type of situation, so that our problem is not only to deal with these students who are now in school, to conduct experiments, such as the Higher Horizons program in New York and what Dr. Shepard is doing in St. Louis and the like; our problem also is to find some way to remove the inept teaching which these students get, the lack of motivation, the lack of inspiration on the part of teachers who are working with them, so that our problem, I think, and the problem for this Commission to consider, is how we might possibly find ways of interesting the teachers in our public school system and how to overcome these problems which are brought upon us and which are inherent in the segregated school system.

Commissioner HESBURGH. What about the deeper problem, though? Maybe Dr. Brown would like to speak to that.

Dr. BROWN. Father Hesburgh, I want to make two points that have grown out of our experience. One is that it is very illogical and certainly unfair to classify or label a person solely on the basis of a test. It is perhaps the most objective single index, but it is not the only evidence.

Now, Dr. Schreiber hasn't said so, but perhaps one of the cornerstones of his program has been the emphasis that they place upon guidance and upon counseling. In fact, just 2 or 3 days ago the New York Times carried an article about his program, and that was emphasized. I know that the guidance counselor who started with him has now been made the coordinator for the entire borough, which is an indication of the significance of that. So, the point I am trying to make is: We should not permit ourselves to think that the test score should be considered the only index.

Now, that again raises a question of subjectivity. These counselors and psychologists and psychiatrists and other people have got to be well-trained so that they can find other evidence and other indexes to the potentialities of individuals.

In our own thinking we recognize the fact that it is going to be very difficult to get around the idea that until we raise the economic and cultural sights and classifications of people, it's going to be very difficult for them to compete with people who had those advantages.

So, in all of the projects that we have, we try to approach it from several angles, raising the sights of people and having them think in terms of bettering the economic condition and trying to have them grow culturally as well as in the academic subject matter; but I think it is the interrelationship of several factors and no one single factor should be considered as the sole guide of the situation.

Commissioner HESBURGH. Thank you, Dr. Brown. Dr. Pullen.

Dr. PULLEN. I was just getting ready to ask you for adjournment——

Commissioner HESBURGH. We are about at that point.

Dr. PULLEN. But this is one of my prejudices. I have been one of those mavericks who has never believed an IQ test measured one's potential ability. Now, I think it's been generally accepted and we know there has always been a high correlation between reading ability and the scores on IQ. Now, we know, too, that we understand when we have the background. If you don't know baseball terms, you cannot understand an article on baseball. If you don't know certain laws of physics, it's quite obtuse when you begin to read physics. However, there is another side to it, and that is that the tests do tell you that the child has the background to do what is expected of the other children. Now, I agree thoroughly that tests do not tell you everything.

I think the attack that these gentlemen here are making is certainly very fundamental, and that is to bring children up to the level of others, and certainly we know that ill-prepared children are involved mainly because of the lack of motivation and the lack of opportunity. When we do that, we're going to have some maybe better measures for classifications.

Now, I am concerned—and I'll leave with this—with the undue emphasis that we are placing upon tests. All that we are doing now—some people are advocating national tests, and then what we do is to teach so that we can measure and prove what we want to prove—we have been doing a little of that here this afternoon—that we say we do things, and we know that we have achieved results because the tests say so. Well, I'm not sure that's always true. Fundamentally, the issue is whether they have had the same opportunities and, therefore, can do the same kind of tricks that we ask them.

Commissioner HESBURGH. Thank you very much, Dr. Pullen. Does anyone else have something of—yes.

Mr. POWELL. I wanted to ask Dr. Schreiber a question. You said you added a counselor and teacher at each third grade. Did

you mean each third-grade section, or how many students would that be?

Dr. SCHREIBER. This would vary in the schools. Some schools may have 6 homeroom classes, 180, and some as many as 10. We did not want to get involved in the arithmetic, and we found it easier to assign a full-time guidance counselor to the school.

Mr. POWELL. And this extra teacher to that 180—what would her duties be? To supplement the work of the other six homeroom teachers?

Dr. SCHREIBER. She was really a master teacher, a member of the faculty, who had the respect of the teachers. We find in many of our schools in the Harlem neighborhoods our teachers are young and inexperienced. The older ones tend to transfer out. So, she would give demonstration lessons in the class. She would help the teacher with her lesson plans, bring to her attention available material, go on a trip with her, or work with parents and the guidance counselor, so that you had a pure relationship rather than a supervisory, rating-officer relationship.

Mr. POWELL. Thank you, sir.

WRITTEN STATEMENT OF DR. DANIEL SCHREIBER, COORDINATOR, HIGHER HORIZONS PROGRAM, BOARD OF EDUCATION, NEW YORK CITY

SCHOLASTIC ACHIEVEMENT CAN BE RAISED

Human talent is much too precious to be stifled and wasted. Yet wasted it is and the waste continues. Firm in its belief that this waste could be stopped and talent developed instead, the Board of Education of New York City embarked on such a project in September 1956. The success of this pilot project, the demonstration guidance project, led the present superintendent of schools, Dr. John J. Theobald, to expand it into the Higher Horizons program.

The Higher Horizons program seeks to raise the educational, cultural, and vocational sights of children, especially children from the less privileged groups. It believes firmly that children with academic talent can be found in all groups. It is based on the principle that it is the duty, responsibility, and function of a board of education to seek out, to uncover and to develop such talent wherever it exists. To do less, to neglect, to ignore, or overlook the full development of any child, bright, normal, or dull, is unconscionable. Gov. Nelson A. Rockefeller in his annual address to the State legislature on January 4, 1961 said:

"No human waste is more tragic than the waste of human talent which occurs because the possessors of such talent are held back by accident of birth or social circumstances for which they have no responsibility."

The program believes in the dignity of all men and that, in these United States, the length of a person's reach should in no way be shortened because of poverty, race, or religion. It encourages children to set desirable goals for themselves and then helps them to achieve these goals.

The basic approach in the Higher Horizons program is to create in the mind of the child and his parents an image of the child's full potential. This image of his future is fortified by teacher, family, and community attitudes. It has faith in the principle that children respond positively to what is expected of them, and that this response is increased if parent and child are convinced of the teacher's belief in the child's ability.

Full well does it realize that the creation of the image and the motivation to attain desirable goals, by themselves, are not enough. Knowledges and skills must be acquired, achievement levels raised, and correct study habits

taught. The Higher Horizons program is a total educational one. It stresses the upgrading of the entire learning situation, including the improvement of teaching, through curriculum enrichment, remedial teaching, and small-group work where necessary, identification and development of special talents, student and parent counseling, group guidance, parent and teacher workshops, and cultural enrichment. In order to acquaint children with the richness of our cultural heritage, it believes in escorting groups of children to museums, theaters, ballet, operas, and concerts. These trips, which include careful preparation and followup, may occur on nonschooldays as well as on schooldays. Every effort is made to include parents on these trips so that their lives, too, can be enriched. It hopes that these new experiences will set up a chain reaction through the child to his parents to the family until it encompasses the entire neighborhood and raises its educational and cultural levels.

The program agrees with Dr. James B. Conant that guidance is the arch of education. Therefore, it makes increased use of guidance counselors, so that guidance is given to all children and is not limited to those who are in difficulty. Parents, also, are included. The counselor does this by holding individual conferences, group conferences, parent workshops, and preparing newsletters and demonstration lessons for teachers.

The Higher Horizons program calls on, cooperates with, and makes use of all the resources in the community—churches, colleges, research centers, social agencies, and settlement houses—in order to make certain that no child is neglected in the full development of his potential. It offers to each child an opportunity to aspire to and attain the American dream, the dream that all fields of endeavor are open to all its citizens, and that the fulfillment of this dream comes through education.

A national magazine with circulation reaching into the millions had this to say about the Higher Horizons program:

"It is probably the boldest, most far-reaching attempt in the Nation to lift the horizons of youngsters whose drive and ambition have been stifled by the cultural and economic poverty of the neighborhoods in which they live."

Objectives

The objectives of the program were stated as follows:

1. To better identify each child's abilities, interests, and needs.
2. To stimulate each child to attain achievement levels commensurate with his ability.
3. To assist each child in making and carrying out appropriate educational and occupational plans.
4. To create the aspiration of college or other higher education in the minds of students with appropriate ability.
5. To raise children's cultural sights by exposing students to opportunities and experiences which may not be provided for them elsewhere.
6. To train teachers in the identification of abilities and needs and in appropriate methods of motivation and instruction so that potentialities will be better realized.
7. To stimulate and foster greater teacher participation through encouragement derived from pupil achievement.
8. To encourage and assist parents in providing an atmosphere of encouragement and stimulation.
9. To give parents a better understanding of educational opportunities available to them and to their children.
10. To enlist the assistance of community agencies in supplying necessary services to these pupils.
11. To encourage the community to accept the worthwhileness of higher cultural levels and the fact that each child should be educated to his optimum potential.
12. To develop guidance and counseling procedures and techniques to accomplish these objectives.
13. To do research on new techniques for the identification and stimulation of all children.
14. To develop evaluative instruments for determining the effectiveness of this integrative approach.

Scope

During the school year 1959–60, services were provided for 6,769 seventh-grade pupils in the 13 junior high schools and for 5,561 third-grade pupils in the 31 elementary schools. The decision to concentrate on a single grade in each school was not dictated solely by budgetary factors, but also by the desirability of a gradual growth of so extensive a program. This would also make possible the extensive and intensive evaluation of the program preliminary to further expansion.

Staff

One hundred and fourteen positions were provided by the superintendent of schools through the bureau of educational-vocational guidance and the elementary and junior high school divisions to make possible the expansion in guidance and educational facilities necessary to implement the objectives of the program.

THE PROGRAM IN THE ELEMENTARY SCHOOLS

The program was begun in the third grade of 31 elementary schools in the districts of 5 assistant superintendents, and included 5,561 pupils.

The program in each elementary school was under the overall supervision of each district superintendent and the direct supervision of the principal.

Summary of results of survey of reading and arithmetic ability of 3d-grade students in the Higher Horizons program by district, November 1959—Metropolitan achievement test, primary II, form S, median grade equivalents, adjusted grade norm 2.9

	Paragraph meaning, No. 4429	Word meaning, No. 4460	Arithmetic fundamentals, N–4355	Arithmetic problems, N–4368
Total Higher Horizons elementary	2.4	2.2	2.5	2.6

The median pupil

The median third-grade pupil in the Higher Horizons program, at the beginning of the program, had a paragraph reading grade score of 2.4, a vocabulary grade score of 2.2, an arithmetic fundamentals grade score of 2.5, and an arithmetic reasoning score of 2.6. His mean IQ (Otis Alpha) was 92.3. As measured by grade scores on a standardized test, he was retarded 5 months, or one-half a school year, in reading comprehension; 7 months in vocabulary; 4 months in arithmetic fundamentals; and 3 months in arithmetic reasoning. His loss in reading was greater than his loss in arithmetic.

Range of school scores

The range of median school scores showed wide variations of ability. In paragraph meaning, the range was from more than 1 year below grade norms to an acceleration of 5 months. In vocabulary, the range was from 1 year 2 months below grade norms to 3 months above grade. The range in arithmetic was narrower. In arithmetic fundamentals, it went from 7 months below grade to 2 months above grade, while in arithmetic reasoning it went from 5 months below grade to 3 months above grade. A review of class analysis sheets showed a still wider range in scores of individual children in the program. These scores ranged from nonreaders to the ceiling of the test. Similar results were found in arithmetic.

GAINS IN READING

Introduction

On April 28, 1960, as part of the citywide reading survey, all third-grade pupils were given the metropolitan achievement primary II, form S, reading test. This was the same test that was administered to the Higher Horizons pupils in November 1959. Although the results for the entire city have not been tabulated as yet, Drs. Edward Frankel and George Forlano of the Bureau

of Educational Research undertook an interim report, unpublished as yet, to study the gains in reading comprehension, as measured by paragraph reading. They chose a representative sample of 800 pupils selected at random; 200 from each of 4 districts in the program. Also they paired six elementary schools in the program with six elementary schools not in the program, using the following criteria:

Ethnic composition.
Otis Alpha IQ score.
General socioeconomic level.
Size of school's pupil enrollment.

Much of what follows, such as tables and conclusions, is taken from their report. The conclusions drawn are based on the assumption that for 8–9-year-old children the element of recall and the practice effect are practically negligible over a 6-month period.

Gains in paragraph reading, Metropolitan reading test, primary II, form S

(A random sample of 800 third-grade Higher Horizons pupils tested at an interval of 6 months. Adjusted grade norm: November 1959—2.9; April 1960—3.5)

	No. of Pupils	November 1959	Reading grade equivalents	
			April 1960	Gains
Total	800	2.6	3.4	+0.8

In the four district groupings, as well as the total group, the median gain in reading exceeded 6 months. The gains ranged from 8 months to 1 year.

Whereas in November 1959 not a single district grouping was at grade norm, and one of them was 6 months below, in April 1960 two district groupings were above grade norms and no district grouping was more than 4 months below grade norms. The median pupil went from 3 months below grade norm to only 1 month below.

MATCHED SCHOOLS

(6 Higher Horizon schools and 6 non-Higher Horizon schools)

One hundred pupils, 50 boys and 50 girls, were selected at random from six pairs of matched schools and the median paragraph reading score was determined for each school. The grade scores used were those made on the citywide April 1960 test.

A comparison of median reading grade scores on the citywide reading survey of April 1960 of 3d-grade pupils in 6 Higher Horizons and 6 non-Higher Horizons Elementary schools

	Median Otis Alpha IQ		Median reading grade scores		
	Higher Horizons	Non-Higher Horizons	Higher Horizons	Non-Higher Horizons	Difference
Total number of pupils: 1,200	93.5	92.9	3.5	3.2	+0.3

The median grade score of the pupils in the six Higher Horizons schools was 3.5, whereas for the six comparable non-Higher Horizons schools the median score was 3.2, a difference of 0.3 school year or 3 months in favor of the Higher Horizons schools. In three of the matched pairs, the Higher Horizons

schools scored, higher than their non-Higher Horizons mates—8 months, 6 months, and 6 months. For two pairs, the non-Higher Horizons schools scored higher—4 months and 1 month.

Comparison with reading scores before and after the introduction of the program

The mean paragraph reading scores of all third-grade pupils in Higher Horizons schools on the citywide reading test for the 2 school years before the institution of the program, April 1958 and April 1959, were compared with the mean reading scores for all third-grade pupils in the same schools for April 1960. In addition, citywide results and the six non-Higher Horizons schools were used as comparison groups. Since IQ score is one of the factors related to gain in reading comprehension, mean Otis IQ scores were determined and compared.

Comparison of Mean Otis IQ scores and paragraph reading grade scores of 3d grade pupils in 31 Higher Horizons schools with scores for pupils in 6 comparison schools and citywide scores

Date	Citywide		Higher Horizons schools			Non-Higher Horizons		
	IQ	Reading Score	No.	IQ	Reading Score	No.	IQ	Reading Score
April 1958	99	3.6	4,647	91.9	2.9	581	96.6	3.3
April 1959	98.8	3.5	5,170	92.0	3.0	805	93.6	3.1
April 1960	(1)	(1)	5,260	92.3	3.4	752	92.3	3.2

[1] The mean citywide scores for reading and intelligence are being computed and are not available now

In April 1958 the mean paragraph reading score for the older siblings in the Higher Horizons schools was 2.9.

The average pupil was 7 months below the average citywide pupil and 4 months below the matched pupil. In April 1959, he was 5 months below the citywide pupil and 1 month below the matched pupil. In April 1960, he was 2 months above the matched pupil. At the time of this report, he cannot be compared to the average citywide pupil because these results have not been completed as yet.

The average reading score of the non-Higher Horizons schools for April 1959 and 1960 was 3.2. In April 1960, it was 3.2. The relative constancy of the mean reading score for the 3-year period parallels the trend in citywide reading grade scores.

Summary and conclusions

The following are tentative conclusions based on findings from a study of random samples drawn from 5,500 third-grade pupils in 31 elementary schools in the Higher Horizons program during its first year, 1959–60.

1. The gains in paragraph reading comprehension made by third-grade pupils in Higher Horizons schools in 6 months exceeded the normal growth for this period by 2.3 months.

2. The reading grade score of pupils in six Higher Horizons schools was 3 months above that of third-grade pupils in six comparable non-Higher Horizons schools based on citywide reading survey of April 1960.

3. The mean paragraph reading grade score of all third-grade pupils in Higher Horizons schools was 4 months higher in April 1960, the first year of the program, compared to reading scores of similar groups in the same schools in April 1958 and 1959, the 2 years before the introduction of the program.

GUIDANCE

Of the 31 schools 27 had the services of a full-time counselor, 4 had part-time counselors. In one district one counselor was assigned to the office of the assistant superintendent to coordinate the program in the district. The counselor was responsible for individual counseling of pupils and their parents,

group guidance activities with pupils and parents, work with teachers and other staff members, and with community agencies in order to provide whatever help was necessary to achieve the goals of the program.

1. *Individual guidance.*—Since individual guidance is the core of the program, one of the goals was an individual interview for each child and his parent or parents at least once during the year. Approximately 90 percent of the third-grade children and 70 percent of their parents had an interview with a counselor during the year. Many had several interviews. To quote one district superintendent, "One of the most salutary effects of the program has been to provide direct, individual guidance by trained personnel to the vast majority of the children who ordinarily would not have received even one interview with a guidance teacher in the ordinary program."

2. *Group guidance.*—Various group guidance techniques were used with entire classes with the twofold purpose of getting to know the children better and of demonstrating to the teacher how role playing, sociograms, story completion, dramatizations, puppetry, group discussions, films, etc., could increase the understanding of children's needs, interest, and motivations; 789 such lessons were conducted.

3. *Parent workshops.*—A major objective of the program has been to involve parents actively in the program through an understanding of their children's needs and a recognition of the opportunities open to them through the cooperative effort of home and schools. To this end, counselors participated in 127 workshops with a total of 263 sessions.

PROGRAM TEACHER—CURRICULUM

Thirty-three additional teaching positions were assigned to the 31 schools through the office of the district superintendent. In one district, one teacher was assigned to coordinate the work of the Higher Horizons teachers, while in another the teacher was assigned to coordinate cultural activities on a districtwide basis. Since children in the Higher Horizons program require more than intensification of educational services, attention was focused on ideas, procedures, and techniques which would provide the motivation necessary for each child to derive maximum benefits from a sound educational program. The groundwork for this was laid through the preliminary planning done in each district. From this there emerged three distinct plans for the allocation of the additional teaching personnel involved.

CULTURAL ENRICHMENT

While all schools try to provide enrichment through experiential trips, many, in the past, have had to limit these activities because of the many problems that are concomitant in culturally deprived areas. With the added personnel provided by Higher Horizons, teachers were given assistance and stimulated by the program teachers, coordinator of cultural activities, and/or community coordinators in planning trips that would be educationally worthwhile. For each trip, preparatory and followup lessons were carefully planned. As a result, schools reported, "The number and variety of experience has increased markedly. Leisure time activities were directed, evaluated, and related to the school program."

The specific value of these out-of-school activities was clearly expressed by one mother who said of her son, "He never liked school. He never wanted to talk about it. He was often in trouble. Then, the class was going to see the ballet, "Nutcracker Suite." He looked forward to going. He began to talk about the music. After he went, he told me all about it. Now, he tells me other things about school and he is beginning to want to read. The teacher says he has improved in conduct too."

PARENT EDUCATION

A vital part of the ongoing program has been the stress on the development of closer relationships between home and school in order that the children would benefit from such a unified approach. Provision was made, therefore, for an educational program that would support the gains made with children in school and be broader in scope than would be possible through individual

interviews. Two important aspects of the program were parent workshops and the newsletters sent home to parents.

ACCOMPLISHMENTS

In May 1960, an evaluation questionnaire was sent to the principals of all schools in the program. Since this was the first year of the program, it was, in general, qualitative in nature. Assistant superintendents submitted their reports to the advisory board in June. In addition, the Bureau of Educational Research undertook a study of reading gains made by children in the Higher Horizons program. Based on these 3 sources, the accomplishments for the 31 elementary schools may be summarized.

1. *Gains in reading.*—(*a*) The gains in reading comprehension made by third-grade pupils in 6 months exceeded the normal growth of this period by 2.3 months. The median pupil gained 8.3 months in a 6-month period.

(*b*) The reading grade score of third-grade pupils in six Higher Horizons schools was 3 months above that of third-grade pupils in six comparable non-Higher Horizons schools, based on the citywide reading survey of April 1960.

(*c*) The mean reading grade score of all third-grade pupils in Higher Horizons schools was 4 months higher in April 1960, the first year of the program, as compared to the reading score of similar groups in the same schools in April 1958 and April 1959, the 2 years before the introduction of the program. The median grade scores were:

April 1958	2.9
April 1959	3.0
April 1960	3.4

The adjusted citywide grade score based on an IQ of 100 was 3.5 for the April 1960 test.

2. *Increased interest and participation in school.*—An increased interest in general scholastic achievement.

"A noticeable gain in ability in use of English language and the quality of creative expression, oral and written."

3. *Improved understanding of the role of the counselor.*—(*a*) "Better class organization and grouping and more accurate appraisal of pupil potential as a result of careful review of records by counselor."

(*b*) "There is a noticeable change in the attitude of parents * * * Early in the term many parents felt guidance was for the problem children.' "

4. *Improved attendance.*—"We had 12 cases of excessive absence among these children when they were in the second grade. Now there are only two and even these have improved."

5. *Enrichment of background.*—Teacher "was delighted to have more actual experiences available so that teaching could really be done from an experiential level."

6. *Improved staff morale.*—"Teachers become imbued with spirit of dedication. This was more evident as the year progressed. The extra help provided was a major factor in the implementation of the project."

7. *Increased parent participation.*—"I have made all the third-grade meetings and found them most informative and helpful. Please keep up the good work. They have helped me to understand how to answer the question Joan asked. It gives us a warm feeling while she is in school in knowing that our daughter is not only learning but those around her are also interested in her."

THE PROGRAM IN THE JUNIOR HIGH SCHOOLS

The program was begun in the seventh grade of the 13 junior high schools in the districts of 8 assistant superintendents and included 6,769 students. Nine of these schools are the "receiving schools" for the 31 elementary schools, while 4 schools are unattached. Since the program is similar to the elementary program, I shall devote most of my paper to the accomplishments rather than a description of the program.

ACCOMPLISHMENTS

Since standardized tests in reading and arithmetic were not given at the end of the school year (scheduled for spring 1961), it is not possible at this time to give any quantitative measure of growth in these subjects. Principals were asked, however, to evaluate qualitatively the effects of the program on seventh-grade students and the school, and to cite quantitative improvements where possible.

Reported here will be only those accomplishments which were reported by more than 50 percent of the junior high schools in their response to the evaluation questionnaire submitted in May 1960 or those noted by the assistant superintendents in their reports.

1. Increased interest in reading and in general scholastic achievement was reported by all schools. Specific evidences cited were:

(*a*) "Reading more on their own and taking pride in so informing counselors and teachers."

(*b*) "More students on honor roll; fewer failures in the major subject areas."

2. Better identification and class placement of pupils: "A girl, recently transferred from a very slow group where she had been a consistent behavior problem, is now doing well in a fairly bright class. 'I like to come to school now,' she says."

3. Provision for special educational needs of children: "Remedial reading was made available to 191 pupils out of 310 with reading achievement below grade 5 and remedial arithmetic to 94 pupils out of 103 with similar retardation in arithmetic. The outcomes from this special service was growth in basic skill; better school functioning; higher achievement in schoolwork; improvement in study habits, effort, and conduct."

4. Improved attendance: Eight of the thirteen schools reported an improvement in attendance. Some substantiated this statement by giving more specific data, for example:

(*a*) "Highest attendance record of any seventh grade."

(*b*) "1960, 89.53 percent; 1959, 87.50 percent.

5. Improved pupil morale and behavior:

(*a*) Many of the schools reported a marked drop in the number of school suspensions for extreme misbehavior. "In 1958–59, we had 30 suspensions; in 1959–60, we had only 11.* Our attitude toward the problem boy has not changed and we still have 'tough ones.' However, we can get to them quicker now and help them before they erupt."

(*b*) "A greater sense of responsibility among our seventh-grade students with respect to preparation, care of books, appearance, attendance, and lateness was evident."

6. Improved staff morale and teamwork:

(*a*) "Teachers willing to take late afternoon and evening trips with students."

(*b*) "The team approach, as used by Higher Horizons counselors, school personnel, parents, and children, has added unity to school and community efforts."

7. An increase in parent interest in school activities in cooperation between home and school:

(*a*) "Parents come in more freely for help."

(*b*) "Formerly parents came only when sent for. Now, many parents come to the guidance departments to seek help in solving personal and family problems of themselves and their children."

(*c*) "Attendance at our Parents Association meetings this year has been especially good. Not only are more parents attending, but more of them are willing to assume positions of leadership in the organization. The leaders are very active in attending PA meetings, community council meetings, etc. and bring back reports."

GENERAL SUMMARY

The gains made in the first year of any program do not, in general, justify the drawing of conclusions or inferences as to the growth that will occur in

* For the first 5 months of the year 1960–61, there has been only one suspension at this school.

succeeding years. Only time and further evaluation will tell. However, progress was substantial and our hopes are high. The impact of the Higher Horizons program was great. Attitudes were changed, achievement was improved, sights were raised, children were stimulated, parents became hopeful, and teachers felt rewarded. Since its inception and as the program developed, many parents, some for the first time, understood better the significance of the statement, "Our child's future is now."

In brief, the outstanding accomplishments as reported by the district superintendents and principals of the 31 elementary schools and 13 junior high schools and the Bureau of Educational Research during 1959–60 were:

Gains in reading comprehension made by third-grade pupils in 6 months exceeded the normal expected growth by 2.3 months. They gained 8.3 months in 6 months.

The reading score of third-grade pupils in six Higher Horizons schools was 3 months above that of third-grade pupils in six comparable non-Higher Horizons schools based on the citywide reading survey of April 1960.

The mean reading grade score of all third-grade pupils in Higher Horizons schools was 4 months higher in April 1960, the first year of the program, as compared to the reading scores of similar groups in the same schools in April 1958 and April 1959, the 2 years before the introduction of the program. The adjusted grade score norm for normal IQ pupils for the April 1960 test was 3.5. The Higher Horizons pupils had a mean score of 3.4.

The number of school suspensions because of extreme misbehavior decreased. One school reported a drop from 30 suspensions in 1958–59 to 11 suspensions in 1959–60.

General improvement in attendance—grade attendance above that of other grades in the school.

General improvement in school tone and pupil morale and behavior.

A noticeable gain in facility in use of English language and in the quality of expression, oral and written.

Marked growth in a large number of children in good work habits, in ability to work independently, and in self-discipline.

In an article written for a national magazine with a circulation reaching into the millions, Mr. Carl T. Rowan, newly appointed Deputy Assistant Secretary of State for Public Affairs, had this to say:

"It is probably the boldest, most far-reaching attempt in the Nation to lift the horizons of youngsters whose drive and ambition have been stifled by the cultural and economic poverty of the neighborhoods in which they live."

Commissioner HESBURGH. Ladies and gentlemen, I think we have come to the end of the session.

I would like to take this opportunity of thanking Mrs. Elizabeth R. Cole and all of her associates on the staff of the U.S. Commission on Civil Rights for their excellent planning of this session. I think I need not tell all of you it is no small matter to take a subject as sticky as the one we are talking about and to bring it into focus as they have done through the participants invited here during these past 2 days.

I must also thank all of you who have contributed your thoughts, your experiences, your good will, your hopes, and even your patience to make this conference truly meaningful.

Being Sunday, I should like to take perhaps clerical privilege and add a brief postcript to all that has been said here during these past two days: Beneath the surface of disagreement, I trust there has been one great and fundamental agreement—first, that we have a problem, that it is an educational problem, both as regards all

of the people of America, North and South, East and West, but also an educational problem as it most specifically affects the young people of America, be they, by no choice of their own, of lighter or of darker skin. Whatever the color involved, I would hope that we are further agreed that all of these young Americans are human persons, made in the image and likeness of God, beloved of Him and heirs to His heaven eternally, whatever the restrictions may be that mar this divine image on earth.

I would also hope that we are agreed that what happens to education happens to America, for all of these young people together will make a great America if educated well and a sorry America if educated poorly.

May I finally hope that we are agreed that what happens to our problem in the years ahead also affects the whole wide world. This is a world whose uncommitted third today, many hundreds of millions of people, over 90 percent colored, is watching us as they vacillate between two concepts of man and of society. I doubt that they will or should march with us if we are unable to give new vitality in our times to that concept of equal opportunity for all men to which this country has long been committed.

I am sure that we are also agreed that there is no easy solution to the problem of equal opportunity for education in America, the land of many races, many religions, and many nationalities, but at least this conference has demonstrated that many intelligent Americans are interested in finding an answer to this most pressing problem.

My prayer today is that we put our collective intelligence and our collective good will to work in finding constructive, imaginative, and positive ideas, not in erecting negative, last-ditch stands, and I also pray that all our solutions will reflect our commitment to the spiritual dignity of each human person and to the inner promise of democracy, largely born here in America's Virginia, that every American will have ever more and more the equal opportunity to develop all of his talents and to attain his highest aspirations.

I declare the conference adjourned.

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