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A HISTORICAL DESCRIPTIVE ANALYSIS OF
THE FOLLOW THROUGH PROGRAM

A Dissertation Presented

By

James H. Turk

Submitted to the Graduate School of the
University of Massachusetts in
partial fulfillment of the requirements for the degree of

DOCTOR OF EDUCATION

October 1974

EDUCATION, URBAN

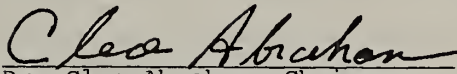
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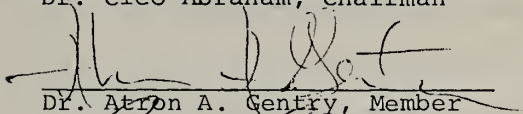
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James H. Turk

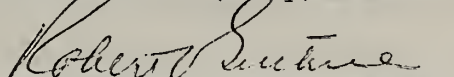
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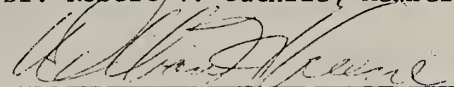
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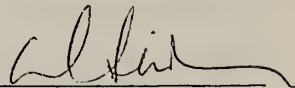
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October 1974

A HISTORICAL DESCRIPTIVE ANALYSIS OF
THE FOLLOW THROUGH PROGRAM

AN ABSTRACT

Educational literature indicates that (1) disadvantaged children perform below middle-class children in the cognitive, intellectual, and achievement domains, (2) there have been questions about the use of measurement instruments which suggested that a careful analysis of test items should be conducted, and (3) new tests more sensitive to disadvantaged children are necessary. Most of the researchers agreed that there was confusion as to the future direction of compensatory education programs for young children. They agreed unanimously that adding personnel, increasing special services, and obtaining more equipment would not constitute successful compensatory education programs. The need to know the answers to these questions resulted in the Follow Through planned variation program which was launched in 1967 as part of a comprehensive community-action endeavor.

The Follow Through Program is designed to meet the instructional, physical, and psychosocial needs of disadvantaged children of primary school age through provision of comprehensive services including instruction, and direct parent participation in program planning, development, and operation. The rationale of the program is predicated on

the assumption that children served by preschool programs acquire important advantages and that these advantages can be maintained in the public schools with the appropriate enrichment of public education. Appropriate enrichment is assumed to include innovations in parental involvement in the educational process and the provisions of comprehensive medical, social, psychological, and nutritional services to disadvantaged children.

Evaluation instruments indicate sponsors advocating early attention to reading and arithmetic show positive results when compared with the control group. Sponsors not showing emphasis for kindergarten children are not producing positive results. Present findings show that most of the sponsors are contributing to the development of child motivation and that six sponsors are having a positive effect on the children's sense of personal responsibility.

Administrative changes resulting from budgetary considerations have changed the program's operations. An examination is made of program funding levels and includes a funding projection for the 1974-75 school year. Problems have been encountered as a result of legislation which authorizes the Follow Through Program to be a social-action program while the Executive Branch decreed the program to be one of research.

Presently, the Follow Through Program is the largest federally funded educational research and development program in the United States. Now in its seventh year of

operation, the Follow Through Program is serving approximately 81,000 low-income, disadvantaged children in kindergarten through third grade in approximately 600 schools located in 170 project sites throughout the United States. The program to date has entailed expenditures of more than \$300 million dollars.

From its inception to this date, the Follow Through Program is traced as an innovation in education, research, and social action which is unique in its contribution to each of these areas.

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As members of the dissertation committee, Dr. Cleo Abraham, Dr. Atron Gentry, Dr. William Greene, and Dr. Robert Guthrie provided wise counsel and valuable suggestions to the writer. Dr. Robert Guthrie served as an invaluable source of inspiration and inspired the writer to pursue the dissertation in as rigorous a manner as possible.

The author is indebted to Dr. Charles Billings
for his invaluable assistance and support.

This study is dedicated to my wife, Eunice;
daughter, René; mother, Louise; and mother-in-law, Edna.

CHAPTER I

THE DEMAND FOR COMPENSATORY EDUCATIONAL PROGRAMS

Special recognition for the disadvantaged or culturally deprived child emerged during the early 1960s largely as a response to the civil rights movement.

The Economic Opportunity Act of 1964 was one of the key measures in the federal administration's war on poverty. In January 1963 President Lyndon Baines Johnson announced a new "unconditional war on poverty."¹ He succeeded also in getting a Democratic-majority Congress to pass the Civil Rights Act of 1964 (signed on July 2) and on August 20, the Economic Opportunity Act of 1964. This latter act provided for the establishment in the Executive Office of the President, the office of Economic Opportunity (OEO).² Its primary function was to administer those programs authorized by the act. The underlying strategy in the establishment of OEO was that the poor could best define their own needs and actively participate in helping to direct the policies of

¹Lyndon Baines Johnson, State of the Union Message, Washington, D.C.: January 10, 1967.

²All abbreviations and definitions of terms are listed in Appendix A.

institutions established to serve them. Also involved was a concern with the need for some redistribution of power in American society. The poor can change and influence institutions most relevant to their lives, if the framework allows for real representative and direct participation. Poverty and community participation efforts seek not only increases in "goods"--income and education--for the poor but also some redistribution of decision-making power.

By the late 1960s, the antipoverty program concept of "maximum feasible participation of the poor" was being widely discussed, especially within the federal government. With the limited exception of Head Start, no other federally funded educational program had a participatory role for parents in the public schools. Project Head Start, the comprehensive preschool program for the children of the poor, which was undertaken by the federal government in 1965, focused national attention on the importance of experiences in the early years of life for promoting children's optimal development.

Head Start was designed to: (1) improve the health and physical ability of poor children; (2) develop their self-confidence and ability to relate to others; (3) increase their verbal and conceptual skills; (4) involve parents in activities with their children; and (5) provide appropriate social services for the family in order that the children of poverty could begin their school careers on more equal terms with their more fortunate classmates.

The need for a follow-up program to accompany Head Start became evident as Head Start evaluations reported time and time again that children made large gains during the preschool year, but that increase in rate of development on measures of ability and achievement were not sustained if the child returned to the regular public school system.

It was quite clear, as a result of the Westinghouse study, that there was a definite need for a follow-up program to augment those gains that Head Start children made in their preschool experience.³ The study also indicated a definite need for follow-up studies on the Head Start program's medical and nutritional impact. Evidence resulting from this study served as a major factor in the decision to launch the Follow Through Program which began as a pilot venture in the fall of 1967. It was designed to extend Head Start services from preschool into the primary grades.

The purpose of the Follow Through Program was clearly defined in Section 222A(a) of the Economic Opportunity Act, P.L. 90-22, which authorizes:

A program to be known as "Follow Through" focused primarily upon children in kindergarten or elementary school who were previously enrolled in Head Start or

³Victor G. Cicirelli, William H. Cooper, and Robert Granger, The Impact of Head Start: An Evaluation of the Effect of Head Start Experiences on Children's Cognitive and Affective Development, Westinghouse Learning Corporation-University of Ohio, OEO Contract No. B-89-4536 (Washington, D.C.: U.S. Government Printing Office, 1969).

similar programs and designed to provide comprehensive services and parent participation activities. . . . which will aid in the continued development of children to their full potential.⁴

Purpose of the Study

The primary purpose of this study is to document the development of this federally funded research and development effort involving a nationwide education program. This study will trace the early developmental stages of the Follow Through Program to its present status from an administrative perspective.

In an effort to improve the quality of life for the young disadvantaged child and his family, concentrated and coordinated efforts on the part of federal, state, and local agencies became necessary. Hence, early childhood programs emerged to provide educational, social, and cultural experiences for this segment of the population.

Since 1967, the Follow Through Program has played a significant role in establishing educational programs for low-income children and effecting change in existing programs for disadvantaged preschool children.

The primary purpose of this study is to document the development of this federally funded research and development effort involving a nationwide education program. This study will trace the early developmental stages of the Follow

⁴Economic Opportunity Act, P.L. 90-92, Sec. 222A(a).

Through Program to its present status from an administrative perspective.

The Follow Through Program, like Head Start, was designed to be a comprehensive program providing for the instructional, emotional, physical, medical, dental, and nutritional needs of elementary-school children previously enrolled in Head Start. Parents were to participate actively in major decision making and day-to-day operations involved in the development and conduct of the program at the local level. Although authorized under the Delegation of Authority from the Office of Economic Opportunity to the Department of Health, Education, and Welfare, the specific unit within it directed to administer the program was the Division of Compensatory Education within the Office of Education.

This study will be limited to providing a general description of the planning, development, implementation, and changing nature of the Follow Through Program from an administrative point of view. This investigation will explore the rationale for a program such as Follow Through, the related legislation, Memorandum of Understanding between federal agencies, and Delegation of Authority.

The researcher will use the historical analysis method of research utilizing government memoranda, letters, related legislation, and Delegations of Authority. The author utilized available program manuals, regulations, and other related documents in collecting data to produce a descriptive analysis of the study.

The Place of Follow Through in
Compensatory Education

The Follow Through Planned Variation Program was launched in 1967 as part of a comprehensive community-action endeavor. It was designed to meet the instructional, physical, and psychosocial needs of poor children of primary-school age through a program of comprehensive services including instruction, and direct parent participation in program planning, development, and operation. ✓

Since funding levels made a full-scale service program impossible, it was decided to use the program funds to determine "what works." That is, the new program emphasis was to systematically introduce a variety of well-defined programs into the kindergarten through third-grade sequence and systematically evaluate the effects of such variation. Although this approach, which came to be known as the Planned Variation model of educational experimentation, was never formalized, it was generally agreed to by officials in the relevant federal agencies.

The emphasis of the Planned Variation experiment is on the "development refinement, and examination of alternative approaches to the education and development of young, disadvantaged children."⁵

It is predicted on the assumption that children who attend preschool programs such as Head Start acquire important

⁵Robert Egbert, "Planned Variation," in Compensatory Education Programs (Washington, D.C.: Brookings Institute (forthcoming)).

advantages and that these advantages can be maintained in the public schools with the appropriate enrichment of public education. Although the meaning of appropriate enrichment is not clearly known, it is assumed to include innovations in curriculum, reorganization of school systems, increase in parental involvement in the educational process, and the provision of comprehensive medical, social, psychological, and nutritional services to children.

The program, now in its seventh year of operation, is serving approximately 81,000 low-income pupils in grades kindergarten through three in some 600 schools located in 170 projects throughout the United States. Follow Through has to date entailed expenditures of more than \$300 million. The Follow Through Program is currently scheduled to begin phasing out during the 1975-76 academic year at the rate of one grade level per year, and the kindergarten children who entered in September 1974 will be the last group of children to enter Follow Through.

The Follow Through Research and Development program incorporates the concepts of planned variation, i.e., implementing alternative approaches to the education and development of low-income children in kindergarten through third grade. Institutions designated as sponsors and affiliated with Follow Through on the national level, have developed these approaches and are implementing them within a program of comprehensive services, and parent and community involvement. In school year 1967-68, fourteen sponsors participated

in the program; by school year 1972-73 the number had increased to twenty-two.

The concept of planned variation seeks to test the relative efficacy of different social and educational strategies in the school and to do so within the context of the larger community in which the school is located. In addition, there are several self-sponsored projects which have instituted programs that they themselves developed, with no sponsor affiliation. A number of projects, some of which are affiliated with sponsors, are parent implemented; the parents of the children enrolled in these projects are responsible for overseeing the project management.

Overview of Compensatory Education Programs

The national thrust for large-scale, early childhood programs began to emerge in the mid-1960s when the federal government established three major programs: Project Head Start, Follow Through, and Title I of the Elementary Secondary Education Act (ESEA). Two of these massive educational programs, Head Start and Follow Through, differed from the traditional objectives of other programs for children in several important respects.

1. They were social-action programs designed to explore ways of intervening in the early developmental processes in order to improve the abilities, attitudes, health, and emotional stability of young children and their families.

2. The programs were not directed at schools or school districts, but rather toward improving the quality of education for disadvantaged children throughout the nation.

3. They were created by Congress, and administrative guidelines were developed by federal agencies and not by local school personnel.

New conceptual problems associated with clarifying ideas accounted for the relatively slow progress in research of these massive social experiments. Compounding these research problems was the newness of these programs. Relatively little was known about the details concerning the operation of large-scale programs for young children prior to these developments. Since more than forty years of related research had failed to produce definitive answers, very little was known about programs for the poor.⁶

One of the major objectives of both Head Start and Follow Through is improving the cognitive skills of the disadvantaged child. It was believed that intervention rested those deficits which must be corrected if the child is going to succeed in school. Cognitive or intellectual development and achievement have long been recognized as important

⁶James McV. Hunt, Intelligence and Experience (New York: Ronald, 1961), p. 39; John L. Fuller, Behavior Genetics (New York: Wiley, 1960), p. 140; and James W. Swift, "Effects of Early Group Experience: The Nursery School and Day Nursery," in Review of Child Development Research, ed. by M. L. and L. W. Hoffman (New York: Russell Sage Foundation, 1964), pp. 107-110.

predictors of academic success in school. Early studies of both programs provided mixed findings about the cognitive effects.

It must be pointed out, however, that careful analysis of test items and use of various tests suggested wide variations in children's performance. There have been serious questions about the accuracy of available assessment instruments as predictors of academic achievement among children. There have been some attempts to construct tests which would more accurately measure cognitive or intellectual development and achievement of disadvantaged children. Among those who have constructed specially designed tests were Franklin and Cobb who developed a test to gather data on nonverbal behavior in young children.⁷ The test was designed for four-year-olds, with test times organized into four categories: (1) play situation, (2) imitation, (3) spatial arrangement, and (4) picture-object matching. These tests were used to make comparisons between disadvantaged and middle-class children. Zimiles and Asch attempted to develop a matrix test to measure cognitive skills associated with inferential reasoning. They found the test a useful tool for obtaining data relevant to the early development of disadvantaged children.⁸

⁷Margery Franklin and Judith Cobbs, "An Experimental Approach to Studying Non-Verbal Representation in Young Children" (Urbana, Ill.: ERIC Clearinghouse, 1967).

⁸Herbert Zimiles and Harvey Asch, "Development of the Matrix Test" (Urbana, Ill.: ERIC Clearinghouse, 1967).

A majority of studies on Head Start reported an immediate impact; data from most recent studies of full-year programs indicated that performance tested immediately after involvement in Head Start programs reached the national averages on tests of general ability and learning readiness. Alexander and Faust found this to be true while using the Stanford-Binet Intelligence Test. They found that there was some indication that the final level of achievement was a function of the length of time in the programs. However, this acceleration in rate of intellectual development was not sustained when entering regular school.⁹ Chorost et al., found evidence to support this hypothesis after testing former Headstarters at the end of kindergarten and first grade.¹⁰ Grotberg concluded that regardless of finding on IQ gains, children who participated in Head Start were often likely to enter school with a greater cognitive and social readiness for learning.¹¹ In full-year Head

⁹Theron Alexander, "The Language of Children in the 'Inner City'" (Urbana, Ill.: ERIC Clearinghouse, 1968); and Margaret Faust, "Five Pilot Studies: Concern with Social-Emotional Variables Affecting Behavior Children in Head Start" (Urbana, Ill.: ERIC Clearinghouse, 1968).

¹⁰Sherwood B. Chorost, Kenneth Goldstein, and Richard M. Silverstein, "An Evaluation of the Effects of a Summer Head Start Program," Childhood Research Information Bulletin, Wakoff Research Center, OEO-516 (Washington, D.C.: U.S. Government Printing Office, 1969).

¹¹Edith Grotberg, Review of Research: 1965 to 1969, OEO Pamphlet 1508-13 (Washington, D.C., U.S. Government Printing Office, 1969).

Start programs, this readiness may reach or exceed the national average on general test measures.

The American Institute of Research, under a contract with USOE and in consultation with the National Advisory Council on Education of Disadvantaged Children, identified twenty-one programs for study.¹² These programs were chosen on the basis of their having produced significant cognitive achievement gains on the part of pupils enrolled in them.

Significant gains were made by pupils who participated in the twenty-one programs. It must be kept in mind that these projects were carefully selected to reflect successful programs. It must also be remembered that the researchers termed those projects successful which emphasized cognitive gains. The National Advisory Council on the Education of Disadvantaged Children raised an important and relevant question concerning the result of this study:

Should programs for the education of disadvantaged children focus only on cognitive gains? Will an enhanced ability in reading and numbers suffice to enable the children of the poor to break the cycle of disadvantaged conditions in which they are caught up?¹³

¹²A Review and a Forward Look (Washington, D.C.: National Council on the Education of Disadvantaged Children, 1969).

¹³Title I, ESEA, A Review and a Forward Look (Washington, D.C.: National Council on the Education of Disadvantaged Children, 1969).

Improved cognitive ability is crucial and perhaps-- given the continuing limitation on resources--deserves the highest priority among all those needs which the council and others have identified as pertaining to disadvantaged children. The goal of cognitive achievement (which seems clearly discrete because it is easily comprehensible) probably will not itself be reached if other needs are completely ignored.

In summary, disadvantaged children were performing below middle-class children in the cognitive, intellectual, and achievement domains. However, there was a question concerning the use of measurement instruments which suggests that a careful analysis of test items and the use of various tests should be conducted. The need for the construction of new tests more sensitive to the disadvantaged population is clearly reflected in numerous studies. Disadvantaged preschool children seem to be able to develop cognitive skills more rapidly after participating in Head Start and Title I. The point of intervention is still unknown.

Methodology

Recently there has been an increasing need on the part of educational planners and policy makers for accurate information concerning problems, alternative strategies, and experiences of past and present major program efforts. The opportunity to review and analyze a written account of the strategies, problems, and decisions experienced by the

Follow Through Program could more than likely lead to more efficient planning and decision making on the part of education program planners at all levels of the educational hierarchy. A coherent written account of the history of this program does not exist. The present study is prompted by the need to record in a sequential and coherent fashion the history of a federally funded educational research program.

Telephone interviews were arranged with various individuals and taped with a portable tape recorder. The use of tapes augmented the data collection and served as a primary source. This procedure afforded the opportunity to ask questions pertaining to various documents, letters, and memoranda and to obtain clearer explanations of them. In some cases, the persons interviewed were able to suggest someone else who was involved in the formulation of the program, directly or indirectly, or to give the researcher other sources of information for the data collection. The majority of the persons interviewed worked for agencies and institutions in various cities throughout the United States. The interviews were arranged so that they would coincide with a planned trip the researcher was making to a particular state or city.

An extensive review of the literature was made on early childhood education and on programs for young, disadvantaged children with particular reference to Head Start, Follow Through, and Title I studies. Basic references were used to identify studies, reports, textbooks, and articles.

The facilities of the Library of Congress, USOE, NIE, and OEO provided the major sources of information necessary for researching this study.

Personal Interviews Conducted

Personal interviews were conducted with:

1. Members of the National Advisory Council on the Education of Disadvantaged Children.
2. Staff members of the USOE, Division of Compensatory Education.
3. Dr. Alexander J. Plante, former Acting Director of the Follow Through Program.
4. Dr. Robert Egbert, former Director of the Follow Through Program.
5. Mrs. Rosemary Wilson, Director of the Follow Through Program.
6. Dr. Richard Fairley, Director of DCE.
7. Members of the Follow Through National Advisory Council who drafted the initial program guidelines.
8. Mr. John Hughes, former Director of DCE.
9. State and local Title I coordinators who worked with the initial start of the Follow Through Program.
10. Parents and members of the PACs who participated in the early developmental stages for the Follow Through Program.
11. Former staff members in OEO who worked in a liaison capacity with the Follow Through Program in 1967-68.

12. SEA personnel who worked in formulating the guidelines for selection of Follow Through communities.

13. Former project officers who worked in the Follow Through Program during the early stages of the program.

14. Staff members from SEAs who rendered technical assistance to the initial forty pilot projects.

15. Follow Through directors of local projects that have worked with the program since its inception in 1967.

16. Local community action agency personnel who were involved when the Follow Through Program was formulated in 1967-68 and 1968-69.

17. Sponsors who worked with the program since its inception in 1967.

CHAPTER II

EDUCATION FOR THE DISADVANTAGED

The past decade has seen the rise of programs seeking to make significant improvements in the lives of the poor. Some researchers have reported, during this period, that compensatory education programs have failed. For example, Head Start was mentioned by Jensen as an ineffective compensatory education program, and he stated that educators should seek to find new strategies in an effort to improve the quality of life for the young, disadvantaged child.¹ Jencks urged that an attempt be made to move away from the schools to other scenes, particularly to programs involving the total family. He suggested that the program sponsors should look to other places within the neighborhood which might be more closely related to the family as a unit.²

There were a number of researchers, on the other hand, who felt that educators were too hasty in writing off

¹Arthur R. Jensen, "How Much Can We Boost I.Q. and Scholastic Achievement?" Harvard Educational Review 39 (1968): 1-123.

²Christopher Jencks, "Some Natural Experiments in Compensatory Education," paper presented at SRCED meeting, April 15, 1969. (Mimeographed.)

compensatory education programs, particularly in turning away from efforts to understand the effects of intervening at an early age. Hunt supported the argument that some compensatory education programs were at least a fair success, and that sufficient data had not yet been received in order to justify the assumption that more recent compensatory education programs were ineffective.³ Kagan also made a strong plea for more time to adequately assess remedial programs.⁴ To further illustrate how little is known about details of program effectiveness for the disadvantaged, young child, McDill, McDill, and Sprehe wrote:

Compensatory educational programs have been put in a position never demanded of educators before. No public school system has ever before been abolished because it could not teach children to read and write. Yet compensatory programs, aimed at the very children who are going to be losers in the regular school program, are in just this situation. The programs are being asked to succeed in a shorter time than that which the regular school systems have had. Perhaps this is healthy. Insisting on nothing less than success as a condition of survival is indeed a great motivator for achieving success. But outright condemnation of all compensatory programs should be tempered by a realization of the magnitude of the task with which they are confronted and the short time they have been coping with the task.⁵

³James McV. Hunt, "Comments on Jensen," Harvard Educational Review 39 (February 1969): 20-34.

⁴Jerome Kagan, "Comments on Jensen," Harvard Educational Review 39 (February 1969): 20-34.

⁵Edward L. McDill, Mary S. McDill, and J. Timothy Sprehe, "An Analysis of Evaluations of Selected Compensatory Educational Programs," paper presented at Evaluation of Social Action Programs Conference, May 2-3, 1969. (Mimeographed.)

Bloom, at the conclusion of an extensive longitudinal study, found that 50 percent of all growth in human intelligence takes place between birth and age four.⁶ Another 30 percent occurs between the ages of four and eight; and the remaining 20 percent takes place between the ages of eight and seventeen, at which point the development of intelligence is complete. He also concluded from the longitudinal studies that results in general achievement, reading comprehension, and vocabulary development show that 33 percent of the general achievement pattern that will be attained by age eighteen has developed by age six when the child enters school, 50 percent by age nine, and 75 percent by the time the child is about age thirteen and in grade seven.⁶

Miller noted that various groups of four-year-old children from disadvantaged environments gained 15 to 20 points on the Stanford-Binet Intelligence Test over a one-year intervention period. He further reported that this was consistent with other findings and appeared to be about the highest level which is generally obtained. The real goal is to maintain these gains over a period of time so that the usual picture of progressive decline does not emerge.⁷

⁶Benjamin S. Bloom, Stability and Change in Human Characteristics (New York: Wiley, 1964), pp. 12-20.

⁷James O. Miller, "Diffusion of Intervention Effects in Disadvantaged Families," ERIC Occasional Paper (Urbana, Ill.: ERIC Clearinghouse, 1969).

Deutsch reported on a five-year intervention study involving young, disadvantaged children at the Institute for Developmental Studies in New York. The major effort was directed toward its enrichment program which was designed to provide a group of inner-city children from pre-kindergarten through third grade with a curriculum aimed at preventing and/or alleviating some of the detrimental elements within the areas of curriculum development, training of teaching and supervisory personnel, demonstration, evaluation, and research. The study's findings clearly demonstrate that continuous and carefully planned intervention procedures can have a substantially positive influence on the performance of young, disadvantaged children. This study was expanded later to include a large enough sample of children whereby comparisons in future analysis should demonstrate the effects of intervention even more clearly.⁸

Despite the successful programs mentioned herein, there were many who criticized programs for the disadvantaged. Among those was Cohen who pointed out that although school systems have made organizational changes, little has happened in the way of innovations or restructuring in the basic teaching process. Another way of stating this criticism is that compensatory education programs have concentrated heavily upon the deficiencies of children, and have neglected to give serious attention to the deficiencies of schools.

⁸ Martin Deutsch, Five-Year Intervention Study (New York: Institute for Development Studies, 1968).

Cohen summarizes his position by stating:

So much has been made of the deprivations children are supposed to have inflicted upon the schools that hardly any serious thought has been given to the institutional deficiencies of schools which regularly are inflicted upon children.⁹

Coleman found that the quality of education for the disadvantaged child was closely related to teacher characteristics which showed a close relation to student performance. These teacher characteristics are social class origin, verbal ability, and background or quality of education. Teacher characteristics were most frequently mentioned as having the greatest impact in determining the kinds of learning young children acquire and, indeed, the types of social behaviors the children develop.¹⁰ Educators generally agree that while teachers are somewhat limited by their own biases in assessing children, their capacity to be resourceful, flexible, and supportive is important to the young child's development. This position was strongly supported by Bruner, who emphasized that the teacher is also an immediately personal symbol of the educational process, one with whom students can easily identify and compare themselves.¹¹

⁹David K. Cohen, "Compensation and Integration," Harvard Educational Review 38 (March 1968): 67.

¹⁰James S. Coleman et al., Equality of Educational Opportunity (Washington, D.C.: U.S. Government Printing Office, 1966).

¹¹Jerome S. Bruner, The Process of Education (New York: Random House, 1960), p. 90.

In a testimony in Washington, D.C., on April 20, 1970, before the Senate Select Committee on Equal Educational Opportunity, Kenneth B. Clark reemphasized his position that poor academic attainment of the young, disadvantaged child is due largely to the inferior quality of schools in low income areas.¹² There was strong evidence to support Clark's charges, notably the Commission on Civil Rights' findings in its publication Racial Isolation in the Public Schools.¹³ In most instances within its examination of three compensatory education programs, the data did not show significant gains in achievement.

Bereiter and Englemann (who are widely known both for their concern for very young children and more recently for the educational needs of disadvantaged children) have observed that Clark's charges may be legitimate; but at the same time they claimed he overlooked the fact that disadvantaged children are already well below average in academic abilities at the time they enter school.¹⁴ If this is the case, then schools for the disadvantaged must provide a higher quality of education at a faster-than-normal rate

¹²Kenneth B. Clark, testimony before the United States Senate Select Committee on Equal Educational Opportunity, Washington, D.C., 91st Cong., 2d Sess., April 20, 1970.

¹³Racial Isolation in Public Schools, a report of the U.S. Commission on Civil Rights (Washington, D.C.: U.S. Government Printing Office, 1967).

¹⁴Carl Bereiter and Siegfried Engelmann, An Academically Oriented Preschool for Culturally Deprived Children (Urbana, Ill.: University of Illinois Press, 1965), pp. 68-72. (Mimeographed.)

so that children may catch up. In order for schools to deal realistically with the educational problems of the disadvantaged child, there seem to be two alternatives:

(1) either to accelerate learning, as Bereiter and Engleman have suggested, or (2) to bring children into the learning process at an earlier age, while at the same time improving the quality of the schools that disadvantaged children attend.

In view of the increasing emphasis on early childhood education programs (e.g., Head Start, Follow Through, and Title I), DHEW has created and organized the OCD, designed specifically to coordinate all early childhood education programs.

Fantini suggested that compensatory education is a mere prescription that deals with symptoms, with graduated doses that have been ineffective, consisting of increased trips, increased remedial reading, etc., without effecting real differences of any nature.¹⁵ At present, compensatory education seems essentially augmenting and strengthening existing programs rather than reexamining the total school situation.

In a highly controversial article on his genetic hypothesis, Jensen recently suggested that compensatory education programs, by and large, have failed to achieve

¹⁵ Mario D. Fantini and Gerald Weinstein, The Disadvantaged: Challenge to Education (New York: Harper & Row, 1968), p. 112.

their expected goals.¹⁶ As a result of Jensen's studies, there has been a renewed search for positive findings which would refute that part of this widely publicized study in which he presented a description of blacks as genetically inferior.

Circirelli et al., had as their focus in the Westinghouse-Ohio study the cognitive and affective development of Head Start enrollees. They attempted to get immediate information for the purpose of justifying Head Start's existence. The results were disappointing in that they did not elicit favorable findings as expected.¹⁷ Smith and Bissell stated that the Westinghouse-Ohio study supported Arthur Jensen's argument that the disadvantaged, with particular reference to blacks, were genetically inferior in the development of cognitive skills.¹⁸

In summary, the evidence indicated that there was a source of confusion as to the future direction of compensatory education programs with particular reference to young children. It was clear that adding personnel, increasing special services, and obtaining more equipment will not alone constitute successful compensatory education programs. The best strategy has by no means been found. There still has

¹⁶Jensen, "How Much Can We Boost I.Q. and Scholastic Achievement?"

¹⁷Cicirelli et al., The Impact of Head Start.

¹⁸Marshall S. Smith and Joan S. Bissell, "The Impact of Head Start: The Westinghouse-Ohio Head Start Evaluation," Harvard Educational Review 40 (January 1970): 51-103.

not been sufficient time for assessing massive social experimental programs which have been developed (e.g., Project Head Start, Title I, and Project Follow Through) in order to determine their success or failure.

Prior to the enactment of ESA of 1965, and the EOA of 1964, evaluation consisted almost exclusively of small programs concerned with such matters as curriculum development or teacher training. However, studies since 1964 have been confronted with programs of an exploratory nature involving massive social experimentation in order to explore ways of intervening in early developmental learning processes. It is the opinion of this researcher that among the emerging programs, there seems to be an indication that some will be evaluated in terms of positive, easily identifiable changes. New discoveries serve to redirect efforts along long alternative routes. As new programs emerge, hopefully new ideas will be generated to focus attention in new directions.

Educational Problems of Disadvantaged Children

This researcher feels that social, emotional, and psychological behavior of children is closely associated with cognitive, intellectual, and achievement behavior of children. There is general agreement about child development--that children's learning is enhanced when they have a positive self-image, relate well to others, and are happy. There are some studies in which attempts were made to test this assumption. For example, Beller studies emotional

dependency of young, disadvantaged children with adult figures, a highly important relationship in the learning process. There was a comparison made between lower-class children and middle-class children. He found that in contrast to middle-class children, there is very little consistency in lower-class children's manifestation of emotional dependency. This study concluded that children who have a dependency conflict score lower on the Stanford-Binet Intelligence Test than children who do not have a dependency conflict.¹⁹

✓
Test
Results

In one of the most comprehensive evaluations ever done on Title I programs, Jordan reported that in order to enhance the child's self-image, there must be a high level of student involvement in the learning process. He stated that:

It has been found that learning on the part of the disadvantaged can be greatly facilitated if they do not have to remain recipients of information, but in fact can become involved in doing things.²⁰

For this reason Jordan was interested in ascertaining whether or not projects employed means of involving youngsters and making them more active participants in the learning process through games, dramatics, role playing, and the use of peers as teachers.

¹⁹Kuno Beller, "Study I: Use of Multiple Criteria to Evaluate Effects of Early Education Intervention on Subsequent School Performance" (Urbana, Ill.: ERIC Clearinghouse, 1968).

²⁰Daniel C. Jordan, Compensatory Education in Massachusetts: An Evaluation with Recommendations (Amherst, Mass.: University of Massachusetts, 1970).

He found that the systematic approach to the development of children's self-image is not encouraging in the data collected throughout the state of Massachusetts. Role playing, utilizing students as teachers of their peers, and the use of multimedia presentations were found in less than 15 percent of the projects. Only 16 percent of the projects used dramatics of some kind as a means of enhancing learning in various aspects of the program. More encouraging, however, was the use of various games, where approximately 50 percent of the projects utilized this technique in the development of the learning process.²¹

Schwartz, in a study of the effects of peer relationships and interactions tested whether or not nursery-school children placed in a friendly situation would score higher than children who had no close peers. He found that children in the friendly situation played longer with toys, played more quickly with new toys, and adjusted to play situations more easily than children without friendly peers. He concluded that this feeling of security enhances comfort rating, mobility, verbalization, and strength of preference for novel toys. Its value was obvious for contributing to desirable conditions for learning.²²

In a two-year demonstration project, Nimnicht et al., had as their major focus the development of a positive

²¹Ibid.

²²J. Conrad Schwartz, "Presence of an Attached Peer and Security in a Novel Environment" (Urbana, Ill.: ERIC Clearinghouse, 1968).

self-image in disadvantaged, young children by designing an organized autotelic responsive environment. (An autotelic activity was defined as an activity done for its own sake rather than for obtaining reward or avoiding punishment, both of which have no inherent connection with the activity itself.) The objectives of this approach were: (1) it was self-pacing, (2) it permitted the learner to explore freely, (3) it informed the learner immediately about the consequences of his actions, (4) it permitted the learner to make full use of his capacity for discovering relations of various kinds, and (5) its structure was such that the learner was likely to make a series of interconnected discoveries about the physical, cultural, and social world. The study's findings indicated that the children who remained in the program for two years performed more like middle-class children on achievement tests. They also scored significantly higher on the Metropolitan Reading Readiness Test than comparable children who had not been in the program.²³

The researcher believes that teacher traits are highly relevant to the extent to which disadvantaged children are motivated to learn. Teacher behaviors and attitudes are considered to be significant factors in determining to what extent a child is able to make the learning process a self-rewarding one, and the relationship between the child's learning process and internal and external support for such learning. The USOE reported as follows:

²³Glen Nimnicht et al., "Research on the New Nursery School: Interim Report" (Palo Alto, Calif.: Far West Laboratory, 1967).

Project Sears, a report on the impact of compensatory education on some poverty districts in California, discovered that the poor attitudes and prejudices displayed by some teachers toward their students hampered student achievement. The teachers did not understand the problems facing their students, and the lack of communication resulted in part, in the failure of the schools to influence the pupils.²⁴

In summary, disadvantaged children have a great deal of dependency conflict. For example, they were found to have had difficulty in accepting dependency needs and in permitting themselves to turn to a protective environment for support. Children who regarded peers as friends were able to play and adjust more freely in new environments with greater interest and curiosity. The feeling that one's successes were determined by the level of his active participation in the learning process and teacher attitudes was evident. Thus, as children develop more confidence in themselves and positive self-images, they are able to relate better to others and perform better in learning situations.

The Need for Follow Through

Both Head Start and Follow Through have set as one of their major objectives the involvement of parents in the learning process of children. This commitment was the first declared in federal legislation dealing with educational matters.

It is the opinion of the researcher that the need for involvement by parents and family members of the

²⁴Title I: Year II (Washington, D.C.: U.S. Government Printing Office, 1968), p. 43.

disadvantaged child is necessary since progress in school is directly related to the child's connections with the immediate community in which he spends a greater portion of his time. There was very limited research available as to the best ways in which programs can actively be implemented to promote more effective participation of parents as advisors, policy makers, and employers in educational programs. One of the few who supported this concept was former Secretary of HEW, Wilber J. Cohen, who wrote:

The time has come to break down those walls of separation. Public agencies have a responsibility to open up the opportunities for participation particularly for poor people and members of minority groups. The need is all the more urgent in today's complex world. In huge organizations, impersonality and fragmented and specialized services seem to threaten the individual's sense of significance and self-esteem.²⁵

The problem of communication between school and home is a persistent one for disadvantaged parents. Stern conducted a study to determine (1) whether providing parents with materials and techniques would help them become more effective teachers of their own children and (2) whether parents who saw themselves as fulfilling a meaningful role in promoting the learning of their children would also demonstrate a marked decrease in feelings of powerlessness and alienation in relation to the larger community.²⁶

²⁵Wilbur J. Cohen, Report for OEO by Panel Chairman, No. 923454 (Washington, D.C.: U.S. Government Printing Office, 1964).

²⁶Carolyn Stern, Comparative Effectiveness of Echoic and Modeling Procedures in Language Instruction with Culturally Disadvantaged Children (Berkeley, Calif.: University of California, 1967).

There have been a number of studies and reports recommending citizen participation. While some states questioned the authority of the USOE to require citizen involvement, major studies and reports cite the desperate need for this type of participation. Two such studies and reports are the Report of the National Advisory Commission on Civil Disorders (known as the Kerner Report) and the Report of President Nixon's Task Force on Education (known as the Pifer Report).²⁷

The Kerner Report recommended an expansion of community participation. It states that "expansion of opportunities for community and parental participation in the school system is essential to the successful functioning of the inner-city school."²⁸

The Pifer Report recommended that the administration hold private meetings with minority group leaders to discuss the problems of urban education, with an emphasis placed on listening. Community control of schools was recognized as an issue on which a position might ultimately have to be taken. The Pifer Report also recommended that the new administration give serious consideration to a new Urban

²⁷ Report of the National Advisory Commission on Civil Disorders (Washington, D.C.: U.S. Government Printing Office, 1968; and Report of the President's Task Force on Education (Washington, D.C.: U.S. Government Printing Office, 1969).

²⁸ Report of the National Advisory Commission on Civil Disorders, 1968.

Education Act. It further recommended that cities show evidence of the involvement of community opinion in the preparation of proposals, and that cities would have to assure the administration that only the most disadvantaged areas would be funded.²⁹

Official comments in support of community participation have come forth from administrations, past and present. Like the major studies and reports, these official comments remain words in the wilderness. In the previous administration, both Wilbur J. Cohen, Secretary of HEW; and Harold Howe II, Commissioner of Education, supported the idea of community participation. Cohen released the following statement to the press:

Parents should be members of advisory committees and boards that establish policy on health, education, and welfare programs affecting their children. There should be a strong representation of disadvantaged people on such committees and boards. This principle applies to programs at neighborhood, city, county, state, regional and national levels.³⁰

Harold Howe II, issued the following statement entitled "Participation and Partnership":

We must listen to the people we are trying to serve and enlist their support not just as spectators but as active participants in the decision-making process. I believe the future health of our public schools is probably more deeply tied up with this issue than with any other. More Federal, State, and local money will not solve the problems of the schools unless we are skillful enough to give the people served by the

²⁹ Report of the President's Task Force on Education, 1969.

³⁰ Cohen, Report for OEO by Panel Chairman, No. 923454, 1964.

schools an appropriate partnership in devising solutions to these problems.³¹

One of the strongest official statements on the subject of community participation was made by James E. Allen, Jr., formerly Assistant Secretary of HEW and U.S. Commissioner of Education. He asserted that:

In seeking to achieve a genuine and viable partnership with the community a most important step is that of erasing any suggestion of we, the observers and planners, and they, the observed and unrepresented. Mere token participation will not suffice.

Creative planning for urban education must include representatives of political, social, and economic groups--and most importantly--the residents of the inner-city to be served.

Our hope is to find ways for all groups within society to become active participants in the educational process. We must encourage, at all levels, closer working relationships among the educational community and business, political, and social forces.

Let me underscore the need for, and the urgency with which, this Office must prepare for a true partnership with local community participants. These participants must be given their full right to exercise their options. This has not been the case for too long in too many places.

For example, in too many States, ESEA, Title I funds for the disadvantaged have not filtered through the system to the intended beneficiaries and poor Blacks have asked, "What has that money done for us?" Now they are asking, "How do we gain control of what is rightfully ours?" It is our job to make sure they do share control of these funds. Overly centralized systems of educational control can no longer respond adequately to the diverse needs of local residents. Federal and State legislation must find ways to establish decision-making on a true partnership with the residents of the communities which are the targets of our assistance.³²

³¹Harold Howe II, press release, Washington, D.C., November 18, 1968.

³²James E. Allen, Jr., address presented at Annual Medalist Dinner of the New York Academy of Public Education, New York, N.Y., May 20, 1969.

In summary, children of poverty often live in environments which are more likely than not conducive to physical, social, and psychological stress which can effect, in a negative way their growth and development. Many of these children possess underdeveloped language and conceptual ability, stifled curiosity, low levels of aspiration, and impaired self-esteem. As a result, they often enter school unable to fully utilize or take advantage of the learning opportunities that the school provides.

Head Start and similar early childhood programs had begun to develop the means to deal with these problems. However, information gained from the Head Start experience indicated that it is often not sufficient to completely ameliorate the cumulative effects of deprivation suffered by these children during their early years. As the child matriculated through school, kindergarten tests results indicated that gains accrued from the Head Start experience would be lost if continued special effort was not made to augment and build upon the child's competencies. This situation warranted the extension of a concentrated effort through a program designed to "Follow Through" beyond Head Start. It was envisioned that as these children moved into the early elementary grades, this program would capitalize upon the gains which they had made in preschool programs.

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In 1967 the Follow Through program was established as a unique opportunity to develop and strengthen programs of early childhood education for all children by placing

curriculum, reorganization of school systems, an increase in parental involvement in the educational process, and nutritional services to children.

A communication gap exists between the school, parents, and community residents. A genuine willingness on the part of educational institutions is essential if meaningful participation is to occur. This means that if programs for disadvantaged children are going to be successful, they must be part of an alliance between parents and educators. Indications are evident that parents want to be involved in the educational programs for their children. They must, if the school is to succeed in its efforts to extend compensatory education programs.

The Follow Through Program emphasizes active, meaningful parental involvement. This component was considered to be very important because of the belief that parents have an in-depth and long-term knowledge of their children, their strengths, weaknesses, needs, and problems. It was felt that the exchange of such information with trained professionals within the framework provided by an ongoing program of parent involvement would help educators in planning and implementing more effective educational programs.

CHAPTER III

A PLAN FOR ACTION

Children of poverty live under physical, social, and psychological hazards which jeopardize their growth and development. As a consequence, they often enter school incapable of fully utilizing learning opportunities that the school provides. Early deprivation is often accompanied by such effects as underdeveloped language and conceptual ability, which can inhibit the full development of these children.

Emphasis during the past decade has been on the improvement of education for young children. During this period, early childhood education became a national priority which required extensive comprehensive programming. Research indicated that early intervention was essential. Cawley et al., and Gray and Klaus were among many researchers in recent years who presented supportive evidence to this fact.¹

¹John F. Cawley et al., An Appraisal of Head Start Participants and Non-Participants: Expanded Considerations on Hearing Disabilities among Disadvantaged Children (Urbana, Ill.: ERIC Clearinghouse, 1968); Susan Gray and Rupert Klaus, The Early Training Project: A Seventh-Year Report (Nashville: George Peabody College for Teachers, 1969); and Merle B. Karnes et al., A Longitudinal Study of Disadvantaged

The Head Start Program, launched in the summer of 1965, focused national attention on the importance of the early years of life for child development--most particularly for poor children. The need for a follow-up, early elementary program soon became clear as Head Start evaluation reports suggested that if there were preschool gains, these gains tended to dissipate if not reinforced in the primary grades. Sargent Shriver, in addressing the opening session of the Annual Meeting of the Great Cities Research Council in Milwaukee on November 18, 1966, pointed to studies which indicated the Head Start gains were being nullified and stated that "the readiness and receptivity they had gained in Head Start had been crushed by the broken promise of first grade."² President Johnson first proposed the Follow Through Program in his State of the Union Message on January 10, 1967. He requested \$120 million under the EOA in fiscal year 1968 to operate Head Start-Follow Through Programs for up to 200,000 children.³ In his February 8, 1967, message on children and youth, the president voiced a concern:

Head Start occupies only a part of a child's day and ends all too soon. He often returns home to conditions which breed despair. If these forces are not

Children Who Participated in Three Different Pre-School Programs (Urbana, Ill.: University of Illinois, 1969).

²Sargent Shriver, speech at Annual Meeting of Great Cities Research Council, Milwaukee, November 18, 1966.

³Johnson, State of Union Message, January 10, 1967.

to engulf the child and wipe out the benefits of Head Start, more is required.⁴

Follow Through was intended to be the "more" referred to in this message. Designed to answer the "what next?" question, it was to be launched as a pilot venture in the fall of 1967.

Although Follow Through was to be authorized under the EOA, the administration decided that the program would be administered under a Delegation of Authority from the OEO to HEW. The specific unit within HEW directed to administer the program was DCE of the USOE. In anticipation of legislative authorization by the Congress, OEO was prepared to transfer to the USOE sufficient monies to finance the pilot phase of Follow Through--\$300,000 in fiscal year 1967 and \$2.5 million in fiscal year 1968 funds.

Approximately thirty school districts were to serve as pilot Follow Through centers in school year 1967-68. Results of the pilot phase were expected to have an effect on the large-scale Follow Through venture planned for school year 1968-69.

Establishment of the National Follow Through
Advisory Committee

On April 17, 1967, John Hughes, Director of Compensatory Education, designated Dr. Alexander Plante as Acting Director of the Follow Through Program.⁵ He was to

⁴ Lyndon Baines Johnson, address on children and youth, Washington, D.C., February 8, 1967.

⁵ John Hughes, memorandum, April 7, 1967.

set in motion the activities of the pilot phase. With the assistance of staff from OEO and USOE, names were submitted to him for possible candidates to serve on an advisory committee to assist in the formulation of the Follow Through Program. These recommendations were screened and the committee members selected. (See appendix B for a list of committee members.)

The advisory committee consisted of individuals from early childhood education, the social sciences, and school administration. It was convened in Washington, D.C., on February 22-25, 1967 and again on April 1-2 of that year to make recommendations on program content. The committee divided itself into seven task forces and appointed a chairperson for each one. The program concerns of the individual task forces and their respective chairpersons were as follows: Dr. Harold Abel, University of Oregon, Eugene, Oregon--Personnel and Staff Development; Dr. Milton Akers, National Association for the Education of Young Children, Washington, D.C.--Guidance, Psychology Services; Mrs. Catherine Brunner, Baltimore City Public Schools, Baltimore, Maryland--Instruction; Dr. Robert Egbert, Brigham Young University, Provo, Utah--Research & Evaluation; Mrs. Ruth Love Holloway, California State Department of Education, Sacramento, California--State Assistance; Dr. Gertrude Hunter, Senior Pediatrician, Project Head Start, OEO, Washington, D.C.--and Health Services; Jean Mueller, University of Wisconsin, Madison, Wisconsin--Family & Community Services.

The National Follow Through Advisory Committee viewed the Follow Through Program as a unique challenge to develop and strengthen programs of early childhood education for all children while placing special emphasis on poor children who had participated in preschool programs. Each task force was charged with the responsibility of developing programmatic statements on the various aspects of Follow Through. The statements that follow represent the preliminary thinking and recommendations of the task force chairpersons and members of the program:

1. The program must have an instructional design which defines its approaches to cognitive, affective, and total personality development, and gives evidence of implementation and continuous and comprehensive planning.
2. Personnel must be utilized in a manner consistent with a differentiated approach to teaching children. If the needs of the children in Follow Through are to be met, the children must have close and continuous relationships with an adult in situations which allow for individual attention to their needs. No more than fifteen to eighteen children must be the responsibility of one professional person in a teacher-leader role assisted by at least one auxiliary instructional aide. Programs should use such auxiliary personnel as instructional aides, family and community assistants and workers, school nurses, and physicians. (This recommendation did not imply that every program use personnel in the same way.) To insure quality, the professional

person in the teacher-leader role must be responsible for orchestrating the auxiliary and ancillary personnel in terms of the learning situation.

3. Provision must be made for comprehensive mental and physical health, psychological, guidance, social, and nutritional services including diagnostic, preventive, curative, and rehabilitative aspects. The services must be completely integrated with classroom activity as well as available for appropriate referral.

4. Maximum utilization must be made of school and neighborhood resources, including welfare, recreational, social, and cultural resources to meet the individual needs of children over a varied schedule. This could mean an extended school day or an extended year program.

5. Meaningful parent involvement and participation in the Follow Through Program must be initiated and sustained. Social and educational resources to strengthen family life and maximize opportunities for parents as well as children must be provided.

6. Provision must be made for orientation and continuing staff development as an integral part of the regular work assignment for all staff members.

7. Coordination and effective integration of all ancillary and instructional activities must be the responsibility of a designated administrator in each school. The program should be completely integrated into the entire school program.

8. Children must be grouped for the fullest possible social, racial, and economic integration. Rather than isolated Follow Through classes, all children of appropriate ages within the school should be included in the program.

9. Continuity must be maintained with preschool programs including transmission of records and continuing opportunities for preschool and Follow Through staff to exchange information and experiences.

10. Provision must be made for program evaluation as an integral part of the total project to provide internal feedback for improvement.

The National Follow Through Advisory Committee recommended that each Follow Through project must provide in its design for substantial parent and community involvement, and for balanced and full development of those elements which it believed to be essential to a comprehensive program. The committee recommended that Follow Through projects serve not only the educational needs of poor children, but their physical, social, and psychological needs as well. A full range of comprehensive services must be provided by the project to low-income children. The aims of these services should be:

1. Ameliorate existing conditions relating to children, staff, or parents which may hinder the education and development of the child.

2. Provide for a comprehensive system of detection, referral, treatment, and follow-up so that any deficiency once identified will be remedied. Time lags between referral and treatment must be reduced to a minimum.

3. Prevent the development of conditions or problems that would adversely affect a child's full development.

4. Most basically, to permit home and school in every way possible to promote the optimum mental, physical, and social development of each child.

The committee recommended that every Follow Through program contain the following components:

1. Personnel and staff development
2. Guidance and psychological services
3. Instruction
4. Evaluation and research
5. Health and nutritional services

Community Selection

On April 18, 1967, a letter was mailed to SEAs, CAAs, SOEOs, and state commissioners of education requesting recommendations for possible pilot centers in their states.⁶ Invitations were sent concurrently, inviting them to attend one of three regional meetings to be held on May 8-10 in Atlanta, Georgia; Kansas City, Missouri; and New York City,

⁶John Hughes, letter dated April 18, 1967.

New York. The purpose of these meetings was to discuss the conception of Follow Through and inform the states that were interested in submitting a proposal what would be expected of the grantee as well as the procedural steps needed for submission of the proposal. The deadline for submission of these proposals to USOE was given to them at these meetings. The date was May 31, 1967.

A list of approximately five hundred school districts was created from recommendations by appropriate local, state, and federal agencies and persons. A resume containing information supplied by the recommending agencies and persons was prepared for each of the above school districts. On June 12-16, 1967, a screening committee representing the Follow Through Advisory Committee, DCE (OE), BESE (OE) and OEO screened the proposals and made their recommendations to the commissioner of education. (One hundred school districts were invited to write proposals for pilot Follow Through centers.)

In addition to the requirements that the applicants were asked to meet, the OE established certain guides for the selection panel to follow. It was felt by USOE and OEO that in order to serve the dual purpose of demonstration (for other school districts) and pilot operation (to prepare for the field program the second year) the thirty centers selected must reflect the following:

Geographic distribution. This geographical distribution should represent local educational settings in

different parts of the country. To the extent possible it should involve as many states as possible, although there was to be no bar to the selection of more than one project from a single state. It was planned that during fiscal year 1968 Follow Through would be greatly expanded and these pilot centers would prepare for this expansion.

A reasonable distribution of urban and rural school districts. Because of the vast differences between the styles of urban life and education and of rural life and education, it was essential that the pilot centers be of significance to populations in a variety of types and sizes of communities. A substantial portion of OEO funds and Title I funds were directed toward rural areas. This was a significant factor to be considered in the selection of pilot projects.

A program of quality for the type of school district being considered. The quality of a program was of paramount importance in the selection of each pilot center. However, it was expected that the quality of a program would be considered in the light of other factors to guarantee that Follow Through would serve all children and not overemphasize school districts with the greatest expertise and program resources. Quality selections would take into account diversity of approaches to education of disadvantaged children and the needs of poor communities.

Involvement of nonpublic school children. The benefits of Follow Through were not to be limited to children who attended public schools. Therefore, the pilot centers would demonstrate how services and instructional programs could be brought to the deprived child who did not attend public school. While it was not essential that each project have proportional representation of nonpublic school children, the total selection or balance would reflect adequate participation by these children.

Aside from the selection factors previously mentioned, the OE and OEO were hopeful that the thirty pilot centers would reflect programs designated to:

1. Help Indian children
2. Help migrant children
3. Help non-English-speaking children
4. Help handicapped children

On June 12 and 13, 1967, a selection panel consisting of experts in early childhood education from state departments of education, universities, and OEO, along with members of the Follow Through staff, BESE staff, and SEA agencies reviewed the proposals and made their recommendations to the commissioner of education. On June 15, 1967, U.S. Commissioner of Education, Harold Howe II, and Sargent Shriver, Director of OEO, announced the formal launching of the program and the thirty school districts selected to participate in the fall in pilot projects in twenty-five states and the Commonwealth of Puerto Rico. "Graduates" of

the war on poverty's Head Start Program together with older children--some 3,000 in all--would be enrolled in the projects and would be funded by approximately \$2.5 million in federal grants. The communities selected were as follows:

CALIFORNIA--Berkeley Unified School District, Los Angeles
County School District, San Diego Unified School
District

COLORADO--Boulder Valley School District

CONNECTICUT--New Haven Public Schools

FLORIDA--Dade County Board of Public Instruction

GEORGIA--Walker County Board of Education

HAWAII--Department of Education

IOWA--Des Moines Public Schools

KENTUCKY--Pike County Board of Education

MARYLAND--Prince Georges County Board of Education

MASSACHUSETTS--Cambridge School Department, Fall River
Public Schools

MICHIGAN--Detroit City School District

MINNESOTA -- Duluth Public Schools

MISSISSIPPI--Tupelo Municipal Separate School District

MISSOURI--Kirksville Public Schools

NEW HAMPSHIRE--Lebanon School District

NEW YORK--New York City Board of Education, Rochester City
School District

NORTH CAROLINA--Durham County Board of Education

OREGON--Portland Public School District No. 1

SOUTH DAKOTA--Todd County Independent School District
 (Mission, South Dakota)

TENNESSEE--Chattanooga Public Schools

TEXAS--Corpus Christi Independent School District

UTAH--Salt Lake City Board of Education

VERMONT--Brattleboro Town School District

WEST VIRGINIA--Monogalia County Board of Education

WISCONSIN--Racine Unified School District

PUERTO RICO (Commonwealth of)--Department of Education

Delegation of Authority

Announced at the same time as the thirty pilot projects was the approval of an agreement for delegation of authority from OEO. This delegation of authority also provided for the transfer from OEO to HEW of funds needed for program operation. The secretary, in turn, delegated to OE the authority for administration of the program of grants to local and state education agencies. The mechanisms used were known as a Memorandum of Understanding and the Delegation of Authority (see appendix D).

OEO in accordance with Section 621 of the EOA, delegated to HEW authority under the Economic Opportunity Act to administer the Follow Through Program. The Memorandum of Understanding made it possible for the Follow Through Program to grant funds to LEAs for activities designed to assist the development of disadvantaged children.

These funds, however, were not to be used as general aid to education or as part of the basic resources already

available within the school system. The services for which these funds can be used include, but are not limited to, are: specialized and remedial teachers or teacher aides and materials, physical and mental health, social services, nutritional improvement, culturally and educationally enriching experiences, and parent activities.

In determining eligibility, preference is to be given to those organizations having classes with a high proportion of children who have attended a full-year, quality, comprehensive preschool program for disadvantaged children and then to those classes with high proportions of children who have attended enriched summer preschool programs for disadvantaged children. With rare exceptions, at least 50 percent of the children participating in each grade of the program have had such experiences, and come from families whose incomes meet Head Start income eligibility criteria at the time of enrollment in Head Start. Normally, the special individual medical or dental treatment; intensive individual psychological treatment; and, where feasible, nutritional services are not available from federal funds for any child whose family income is above the Head Start income eligibility criteria.

In general, communities participating in a Follow Through program for the first time are required, in that year, to conduct the program at one grade level, the lowest grade of public school (either kindergarten or first grade). Each year communities participating in a Follow Through

program for a second, third, or later consecutive year expand the program to include the next higher grade. Children who are eligible to participate in a Follow Through program in such higher grades are those:

1. who have been (a) previously included in a Head Start or other quality preschool program and (b) have also participated in the next lower grade in Follow Through programs (or programs comparable in scope, comprehensiveness, and quality); or
2. whose participation in the program is necessary in order to implement adequately the design of the project or to increase its efficiency.

In those cases where funds are available to a grantee under Title I of the Elementary and Secondary Act or other federal or state statutes, the grantee gives assurances that it will at least maintain the level of effort for children in the grades to be served that had previously been maintained. In addition, project funds (federal and nonfederal) must add to existing programs of similar services, and nonfederal share contributions may not be diverted from other assistance to the poor.

Where positions are created for persons with non-professional qualifications, the grantee is required to give preference to low-income persons, especially parents, who show promise of being able to carry out the assigned duties.

HEW/OE may approve financial assistance in amounts exceeding the percentages set forth in Section 225(c) of the

EOA only if approval is made pursuant to regulations establishing objective criteria for determining that such approval furthers the purposes of Title I of the EOA. No such regulation can be adopted, revised, or abandoned without OEO concurrence.

Where the applicant serves an area in which OEO has funded a community-action agency, the applicant must consult with that CAA in the development of its program and the CAA's views must be a part of the application. In the event that the CAA poses objections which cannot be resolved between LEA and CAA, or after consultation by them with the SEA and SEOO, the appropriate HEW, OE, and OEO offices jointly consider the views of the respective agencies before HEW makes a final decision.

Coordination

1. HEW and/or OE consults with OEO on policy issuances and guidelines. If during the consultative process OEO raises objections, HEW formally notifies OEO of its intention to proceed at least ten days before issuing the policy. Departures from the policies enunciated within this agreement require OEO concurrence. The two agencies coordinate where necessary through joint task force arrangements on policies and regulations which would affect Operation Head Start as well as Operation Follow Through.

2. OEO designated a liaison staff within the Community Action Program to work with HEW staff in order to assure the full flow of information between the two agencies.

3. HEW/OE has the principal responsibility for site visits and audit of grantees. HEW/OE may, however, request the assistance of OEO staff members in conducting such audits and site visits. OEO may also initiate, after notification to HEW/OE, such joint or independent site visits as it deems necessary. HEW/OE reports of site visits and audits are available to OEO and OEO reports will be available to HEW/OE.

4. HEW may request that services be performed by OEO staff on a reimbursable basis whenever it appears to be in the best interests of the program.

5. HEW makes a quarterly report to OEO on its administration of the delegation and furnishes such other information on a routine or special basis as OEO may require to meet its responsibilities. Included in this information are written financial and program status reports, evaluation data, and program submission required for the National Anti-Poverty Plan, budget justifications, and congressional presentations.

Administration

1. OEO transfers to HEW the amounts available for the Follow Through Program, including the amounts necessary for the administration of the program.

2. In accordance with Section 621 of the EOA, the secretary redelegates authorities to the commissioner of education and makes such administrative arrangements for the programs as required. The secretary also advises OEO of these arrangements and secures concurrence of OEO on the selection of the program director.

Summary

In summary, the Memorandum of Understanding and Delegation of Authority outlines the agreement between two federal government agencies in implementing the Follow Through Program. It explains the coordination and management role between OEO and HEW in awarding grants to SEAs, CAAs, LEAs and monitoring them.

CHAPTER IV

FOLLOW THROUGH: A COMPREHENSIVE APPROACH TO EDUCATION FOR THE DISADVANTAGED

The Pilot Venture

In making the joint announcement, U.S. Commissioner of Education, Harold Howe II, and Sargent Shriver, Director of OEO, indicated it was projected that during the following year, subject to congressional approval, the program would involve approximately 190,000 children throughout the country and approximately \$120 million in federal grants. Harold Howe II and Sargent Shriver described the Follow Through Program as:

. . . a new and important step to extend and strengthen the educational and development gains provided by Head Start to school children now entering their first year of school.¹

Although the USOE and OEO had approved the thirty pilot projects for funding for the 1967-68 school year, the congressional and local notification of the grant awards occurred at the end of June, immediately following the signing of the Memorandum of Understanding and the Delegation of Authority.² This notification signaled the award of a

¹Washington Post, July 2, 1967.

²Harold Howe II, Memorandum of Understanding and Delegation of Authority between USOE and OEO, June 15, 1967.

\$10,000 planning grant for the development of a Follow Through Program to begin operation at the start of the next school year. On July 12, Follow Through project directors, State Title I coordinators, and SEA representatives met in Washington, D.C., with OE and OEO staff members, and the selection committee. At this meeting the objectives of Follow Through were reviewed, additional resources from related OE and OEO programs were enumerated, and proposals were reviewed in a general fashion. Later that same month, two institutes were held for Follow Through leadership personnel under the auspices of NDEA Title XI. Each of the thirty pilot projects was represented by 104 participants in one of these six-day institutes. Dr. Gordon Klopff, Dean of Faculties at the Bank Street College of Education, led the institute at Chapel hill, North Carolina, July 14-20. The second institute met July 28 to August 3, in Greeley, Colorado, under the leadership of Dr. Harold Abel of the School of Education, University of Oregon. Both of the institutes dealt intensively with specific components of the Follow Through Program, and time was provided for technical assistance on an individual project basis by OE and OEO staff.

A follow-up to these institutes was scheduled for October 26-29 in New York City. At that time, teams representing all of the pilot projects participated in a clinic devoted to needs and problems that had been expressed by the various projects. At the same time, there was an

orientation meeting for those persons who had been designated as state coordinators for Follow Through. There were also joint sessions for the two groups to get acquainted.

Further technical assistance was offered during the site visits made to each project by an OE staff member following the first institute. These site visits had been completed by August 30, when revised proposals were due in Washington. Early in September each pilot received notification of grant continuation pending final budget review and contract negotiation. The operational grants were expected to average \$83,000 and it was anticipated that all negotiations would be completed by the beginning of October. Each of the pilots was then in operation.

In August, OEO agreed to transfer to OE an additional \$750,000 so that the pilot effort might be broadened geographically. Another selection committee met and recommended ten additional projects from the remaining original eighty-seven proposals. Representatives of those ten districts were invited to a meeting in Washington on September 11-13, where they participated in a program on the Follow Through components and received individual technical assistance in the strengthening of their proposals. Each of these districts had declared its intent to submit a revised proposal for a combined planning and operational grant which was to become effective any time between November 1 and February 1, as each district decided was most practical.

Dr. Robert L. Egbert, formerly professor of educational psychology and Chairman of the Department of Graduate Education at Brigham Young University, assumed the duties of Director of Follow Through on September 1, 1967.³ Upon assuming the position of director, he immediately began to recruit and hire permanent staff to guide all of the ongoing activities.

In late summer, 1967, responding to pressure from big city mayors and congressional delegations, ten additional Follow Through project sites were selected to begin operating in the second semester of the school year.

On September 7, 1967, a memorandum was sent to the directors of the ten additional Follow Through centers, and Title I coordinators (ESEA) which explained the proposal format indicating changes and additions which were necessary for the preparation of the final Follow Through proposal document. It stated that the revised proposal was to be submitted to USOE on or before October 1, 1967. The ten additional projects that began in mid-year included: Hillsborough County Board of Public Instruction, Tampa, Florida; Lawrenceburg City Schools, Lawrenceburg, Indiana; Newark Board of Education, Newark, New Jersey; School District of Philadelphia, Philadelphia, Pennsylvania; City of Providence Public Schools, Providence, Rhode Island; Chicago Public Schools, Chicago, Illinois; Great Falls School District No. 1,

³Memorandum from John Hughes to staff announcing Dr. Egbert as director of the Follow Through Program.

Great Falls, Montana; East Las Vegas City Schools, Las Vegas, New Mexico; Cleveland Public Schools, Cleveland, Ohio; and Richmond Public Schools, Richmond, Virginia.

A memorandum was also sent to all Follow Through directors of the pilot centers concerning the preliminary audit survey of their programs. It indicated that the EOA required grantees to obtain a preliminary audit survey within three months after the effective date of a grant or contract. The purpose of such a survey was to evaluate the adequacy of the grantee organizations and their delegate agencies' accounting systems and internal controls.

Upon assuming the directorship, Dr. Egbert also served as chairman of a Follow Through task force which was created to advise the associate commissioner for ESEA on all matters relating to Follow Through policies and plans, to assure that all concerned had the opportunity to make an optimum contribution to the successful initiation and implementation of Follow Through, and to ensure the proper coordination of the administration of Follow Through with other bureau, office, DH, DHEW, and OEO functions.

Although evaluation was a requisite component of each proposal and each project was expected to formulate plans to evaluate the degree to which its own objectives had been achieved, there would also be a national evaluation of Follow Through. A contract had been negotiated with the Office of Research and Field Services, University of Pittsburgh, for evaluation at three interrelated levels: product,

process, and cost. The emphasis of the evaluation of the pilot program would be on product (outcomes for Follow Through children).

During fiscal year 1968, in addition to the essential task of assisting and evaluating the forty pilot projects, it was necessary to prepare for the expansion of the program in the school year 1968-69 (fiscal year 1969). To illustrate the scope of these preparatory activities it would be necessary to contact each school district in the nation to determine eligibility and desire to participate in Follow Through before any proposals could be solicited, and each state had to be helped to develop its own individual plan for participation in Follow Through in accord with the provisions of the Memorandum of Understanding. All of the many consultants required for successful operation needed an orientation to Follow Through before they could offer optimum technical assistance. This had to be completed before the April 1 target date for funding.

The thirty full-year pilot programs received \$10,000 planning grants for fiscal year 1967 for their operational grants. Single grants were also made to the ten additional pilots. Funds for these activities came from the fiscal year 1968 allocation. These forty programs in forty school districts in thirty-four states and the Commonwealth of Puerto Rico served as a target population of approximately 4,000 kindergarten and first-grade students and their families. The fiscal year 1968 allocation of \$120

million also was expected to be used for program operations in school year 1968-69. It was anticipated that Follow Through would then serve approximately 170,000 children in more than six hundred communities. Approximately two-thirds of these children would be enrolled in first grades while the remainder would be kindergarten pupils. According to the original concept of Follow Through, a grade would be added each year as children served by the program progressed from kindergarten through the third grade. At the same time, new children would join the program each year as they completed a full year of Head Start or a similar Title I preschool. Further geographic expansion was also planned.

In view of the planned fiscal year 1969 budget request of only \$123 million for Follow Through under EOA, such expansion seemed unlikely. If this request was to become the actual allocation, it would be necessary to choose between extending the program to a new group of first-year students which would mean dropping children who had one year of Follow Through, or continuing with the same children for a second year which would mean that no new children could be taken into the program. Either alternative would nullify the basic concept of Follow Through.

Due to the restricted funding level of the 1968-69 school year, the Follow Through Program had to change in both scope and in direction from what was originally anticipated. The plans outlined below for the selection and operation of

new Follow Through programs had been developed with selected SEA and state technical assistance agency nominated in January, school districts for participation in Follow Through in school year 1968-69. Regional selection panels reviewed the districts nominated by the states in their region and forwarded their recommendation to the U.S. Commissioner of Education. Each district approved for participation by the commissioner was invited to one of several planning meetings held in February. Districts electing to participate, after considering information presented at those meetings, were offered technical assistance in developing their proposals. Applications were then submitted in mid-April so that districts could be notified of grant disposition by May 1, 1968.

During the next year the Follow Through Program placed heavy emphasis on the need to examine in detail the effectiveness of alternative program approaches. Those districts invited to the February planning meeting were asked to take part in a cooperative effort in which a number of program characteristics would then be systematically varied from district to district so that a careful assessment would permit firm conclusions as to which approaches were most effective in achieving Follow Through objectives. It was anticipated that each district would be asked to choose one area as the focus of special effort, the choice generally being made in one of several major fields--instruction, program organization, staff development, ancillary services, or

family involvement. To assist districts in making choices, available substantial information about approaches which had been tried previously, together with a number of program models as illustrations of possible alternative approaches were made available to them. These materials were prepared with the assistance of consultants in the fields of child development and early childhood education, curriculum and instruction, social organization, and evaluation.

The chief state school officer and the OEO state technical assistance officer were asked to designate appropriate staff members in each of their agencies to jointly recommend the local educational agencies in their state which should be considered for participation in Follow Through in school year 1968-69. In addition, it was requested that the designated SEA and STA officials consult with their regional OE Title I program officer and OEO regional Head Start coordinator in making their recommendations. The designated SEA and STA officials invited their OE and OEO regional office representatives to attend a meeting or communicate with them by telephone or letter. It was essential that the SEA-STA team include both urban and rural school districts in their nominations.

Each state team was asked to nominate at least three school districts with full-year compensatory preschool programs. The maximum number of nominations from each state, based on projected funding and the OEO poverty index, was

then determined. The SEA-STA team then completed a "LEA Profile" for each district they recommended. Profiles were sent to Dr. Robert Egbert, Director Follow Through Program. Regional selection panels met in Washington, D.C., January 15-17, to review the profiles submitted by the SEA-STA teams. The nine panels, organized in accordance with the nine HEW regions, consisted of an OEO regional office official and a person knowledgeable of school districts in that region, e.g., from a Title IV regional laboratory, university, or college of education. If questions arose over particular communities or if districts not on the SEA-STA list were suggested, the panel consulted with the appropriate SEA and STA officials. The panel also reviewed the state nominations from a regional perspective to insure that communities of varying size and geographical distribution were represented in their selections.

The selections of the regional panels were reviewed and the nominations forwarded to the Commissioner of Education for approval. SEA and STA officials were informed of the districts invited to participate in Follow Through as soon as the commissioner had made his final determination. USOE, in an invitational letter, asked these districts to send the superintendent of schools, the chairmen of the school board, and the early childhood supervisor to planning meetings to be held in February, at which time the Follow Through program for school year 1968-69 would be explained in detail. An invitation was also extended to the CAA

director and a parent in each community, as well as appropriate SEA, STA, OE, and OEO regional personnel. Those districts which, after the regional meetings, decided to participate in the program of Planned Variation were assigned a consultant and a USOE staff member to work closely with them during the program development stage. It was hoped that state agency staff would be able to play an important role in their developmental process. As soon as funds were made available, grants were made to each SEA for technical assistance purposes and a memorandum to this regard was mailed.

On March 18, 1968, a memorandum was sent to superintendents of school districts with pilot Follow Through programs inviting them and/or the Follow Through directors, CAA representatives, parents, and teachers to attend a series of two-day workshops in Washington, D.C., during the period from March 25 through April 6, or in Salt Lake City from April 8-12.⁴ The purpose of these meetings was to review their program plans as they had developed to date and to obtain assistance in further planning in preparation of final applications. These individuals met with the assigned project officer from the national Follow Through staff working with their community, consultants, other USOE staff and representatives of the technical models representing the approach chosen or being considered by the community. The project sites were asked specifically to extend an invitation to the CAA representatives to attend the workshops.

⁴Nolan Estes, memorandum, March 18, 1968.

The Follow Through office was concerned because in reviewing many of the program applications, project officers observed widespread hesitation among the applicants to include meaningful functions of the PACs. In order to comply with the program guidelines, the communities had to insure that the PAC had an active and meaningful role in the planning and implementation of the Follow Through Program. These were very important meetings because the superintendents, Follow Through directors, CAA representatives, and PAC chairmen would be meeting with the project officer who would be their contact person in Washington and responsible for the monitoring of the operations of their local projects. They also discussed the narrative and format as well as difficulties experienced by school districts in the preparation of their proposals. The workshops were the last opportunity for the projects to meet and have lengthy discussions about their proposals with their OE contact person prior to the submission date of June 20, 1968, for funding.

Districts that passed through the developmental process submitted proposals by mid-April, were notified of grant approval by May 1, and received Follow Through grants by June 1. There was concern that school districts participating in Follow Through the next school year be given adequate time to develop a quality program to begin in September 1968. For this reason, districts were notified of grant approval in the spring so that they could hire personnel, begin staff training, and engage in thorough program

planning. In view of the very close relationship of Follow Through to Title I ESEA and the field of early childhood education, it was hoped that both Title I and early childhood expertise in the various SEAs could be brought to bear in the administration of Follow Through programs. Primary responsibility for the coordination of Follow Through at the state level varied according to the administrative organization of respective SEAs; but, whatever administrative arrangements were made, it was hoped that Title I and early childhood staff would both be actively involved in the program. Some SEAs had already designated a person to serve as Follow Through coordinator to assist existing pilot centers and to inform other districts about the concept of Follow Through.

Experimental Phase

Once the decision was made that Follow Through should, for the present, concentrate on the development of alternative strategies for working with young, disadvantaged children, Dr. Richard Snyder, then Chief of Research and Evaluation, and his staff of education program specialists began an immediate exploration of promising new approaches in the field of early childhood education. As a result of their efforts a rather large number of approaches, most of them experimental, were identified a suitable for Follow Through. These approaches, however, were not discrete; in fact, many were thought to be somewhat similar to one another, differing only in some limited respects.

As a result of its new program emphasis, Follow Through now focused its attention on developing, examining, and refining alternative approaches to the education and development of young, disadvantaged children. To prepare this program, Follow Through sponsored three series of meetings between late November 1967 and early February 1968. One series of meetings involved experts in the fields of early childhood education, social organization, training, research, and the behavioral sciences. These meetings with the first group confirmed the OE staff's judgment that a program sponsor concept should be implemented. Each community would be asked to select from a set of predeveloped, predetermined approaches the one they would like to adopt. They would then work with the program developer or "sponsor" in the further development and implementation of the approach in that community.

A second series of meetings during the 1967-68 school year included program developers--persons who had gained recognition for planning, describing, and initiating new program approaches that appeared to have some promise in work with young, poor children. This group included Glen Nimincht, David Weikart, Ira Gordon, Leonard Sealey, Marie Hughes, Don Bushell, Larry Gotkin, and Siegfried Engelmann.

At these meetings each of approximately twenty-five program developers described what he was doing and outlined a program that he would like to operate in Follow Through. From the presentations it was obvious that, despite the

growing interest in early childhood education and the extensive publicity given to various new programs, no one was fully prepared to move into the primary grades with a completely developed, radically different approach to working with young children.

Following these meetings, eighteen sponsoring groups that appeared to have relatively well-developed ideas were invited to present proposals to Follow Through communities for consideration. Sixteen approaches accepted the invitation and fourteen were chosen by the first set of communities in 1968. These approaches ranged from the very structured, highly cognitive, instructional approach of Siegfried Engelmann of the University of Illinois to the unstructured, from the parent-education approach of Ira Gordon of the University of Florida to the "parent-implemented" approach of Kenneth Haskins, then principal of the Adams-Morgan School in Washington, D.C.

In a third set of meetings which included local, state, and federal education agencies and OEO representatives, it was decided that (1) communities would be pre-selected to participate in Follow Through; (2) communities would be required to choose from a restricted set of program approaches, associate with a sponsor, and accept the assistance of the sponsor in developing and implementing his approach; (3) communities would be required to contribute an amount of Title I money equal to 15 percent of the EOA grant or 10 percent of Title I grant, whichever was less;

(4) communities could be required to involve parents and other community members in program planning and operation; and (5) each community had to meet the nonfederal share contribution which was required of all OEO Title II grants. Normally, the Follow Through grants were made to the LEA.

Follow Through projects were funded at the rate of approximately \$750 per child enrolled in the project. One-half of the children in each Follow Through project had to be graduates of full-year Head Start or similar preschool programs. Each Follow Through project was to begin with the earliest grade level in a particular school, and add one grade each year up to the third grade. In other words, if children entered a school in kindergarten, they proceeded grade by grade up to the third grade with a class being added behind them each year. Thus, if the grant was \$75,000 the first year for 100 children, the next year it would be \$150,000 for 200 children; the following year, \$225,000 for 300 children, and so on. This year-by-year progression imposed an increasing financial burden on Follow Through.

While these meetings were taking place, the process of identifying potential new Follow Through communities began. From approximately 225 school districts nominated jointly by SEAs and SEOs and reviewed by regional selection panels, fifty-one new communities, in addition to the forty 1967-68 pilots, were invited to participate in Follow Through's program of planned variation. Two meetings were held in

Kansas City, Missouri, in February 1968 to acquaint participants with the new phase of planned variation. Communities that already had projects were given the option of participating in the new phase or continuing with their original pilot plans. New communities were required to select one of the fourteen program approaches.

Follow Through Sponsorship

Because of their importance in Follow Through, the program cannot be understood without careful consideration of the functions of program sponsors. In school year 1970-71 there were twenty individuals and institutions acting as Follow Through sponsors. The approaches utilized by these sponsors cover a broad spectrum of theoretical positions in early childhood education and social practice.

The association of a community with a program sponsor serves several essential functions which are:

1. The sponsor provides the community with a well-defined, theoretically consistent, and coherent approach upon which adaptation to local conditions may occur.
2. The sponsor provides on a continuous basis the technical assistance, training, and guidance necessary for local implementation of his approach.
3. The sponsor exercises a "quality control" function by constant monitoring of the progress of implementation and by providing information on the degree of implementation and needed adjustments.

4. The sponsor who has an important stake in the full and adequate implementation of his approach serves as an outside agent, a source of program constancy to assist the community to retain a consistent focus on the objectives and requirements of the approach rather than responding in an ad hoc manner to the daily pressures on project operations.

The range of Follow Through approaches

Follow Through Program approaches reflect a broad spectrum of theoretical positions from a highly structured instructional approach that stresses cognitive skills, to a far less structured child-centered approach which in addition to curriculum content also emphasizes the development of the child's confidence and other behavioral characteristics. Two sets of approaches are not directly concerned with classroom instruction: one trains parents (particularly in teacher-short rural areas) to supplement their children's education at home; the other emphasizes a more active role for parents in school decision making about how and what their children learn (see appendix C).

Any attempt to group Follow Through approaches is difficult. The following set of sponsor groupings is only suggestive. Its main purpose is to present a highly condensed description of each of the Follow Through Program approaches.

Parent education. The primary emphasis in the parent-education approaches is on providing parents with

skills needed to become better teachers of their own children to continue or better support the child's learning in the home. Sponsors grouped thusly are: University of Florida, Arkansas State College, Southern University, University of Kansas, and University of Oregon.

Parent implementation. In the parent-implementation approaches major discretionary and decision-making powers are transferred from established school authorities to a parent group charged with designing and managing a program. Members of this group of sponsors are: Afram Associates and Center for Inner-City Studies.

Highly structured and sequenced curriculum. In highly structured and sequenced-curriculum approaches the curriculum is predetermined and the teacher must use prescribed procedures. The range of instructional materials is limited to specific sequenced material. Departure from these materials or fixed schedule is discouraged or not allowed. While all approaches advocate the use of positive reinforcement to support the child's motivation, this group requires use of reinforcement including material rewards in a systematic manner based on analysis of the child's behavior. Sponsors utilizing these approaches are: University of Oregon, University of Kansas, and University of Pittsburgh.

Structured curriculum. In structured-curriculum approaches, curriculum objectives are predetermined. Sequenced procedures and materials are required. However, the teacher has a measure of choice in choosing among suggested procedures and materials to attain objectives. While options for teachers are increased, the child still makes few choices about what he will do. The sponsors for these approaches are: High Scope Educational Research Foundation, City University of New York (interdependent learner approach), Center for Inner-City Studies (cultural linguistic approach), and Arkansas State College.

Less-structured curriculum. In less-structured curriculum approaches the teacher has a wider range of choices of materials and procedures for designing an instructional program for individual children based on her diagnosis of the child's need and, to an increased degree, on the child's own choice of learning tasks or interests. There are increased opportunities. The primary emphasis is on parent education for the child to explore different options. The sponsors are: California State Education Department, Hampton Institute, Far West Laboratory for Educational Research and Development, Responsive Environments Corporation, and University of Arizona.

Open classroom. In open-classroom approaches curriculum principles and instructional philosophy are defined but precise structure for classroom management and teacher

behavior are not predetermined. The child has the highest degree of choice in determining his own curriculum based on interest. The teacher's options for supporting the child's learning are limited only by her imagination within the context described. The sponsors for these approaches are: Education Development Center, University of North Dakota, and Bank Street College of Education.

As a result of a consultant meeting in Atlanta, Georgia, on October 12-14, 1968, where the black participants caucused, and a follow-up meeting with them and the USOE staff, Follow Through agreed to locate appropriate minority sponsors for the program. Three primarily black institutions were selected as sponsors in 1968-69 (Dr. Nancy Irrez, Center for Inner-City Studies, Northern Illinois University; Dr. Mary T. Christian, Hampton Institute; and Dr. Edward E. Johnson, Southern University and A & M College) and in 1969-70 developmental grants were made to a fourth black potential sponsor (Dr. Stanley Crockett, Western Behavioral Sciences Institute) who proposed a role-trade model for Follow Through. A fifth potential sponsor selected was a Chicano educational psychologist (Dr. Manuel Ramirez) who proposed development of a new approach to bilingual-bicultural education. This increased the sponsors to a total of twenty.

Each Follow Through project has a general consultant who works in a liaison role with the appropriate project officer in the USOE. The consultant and project officer

work together in a coordinated effort in rendering technical assistance to the local projects and seeing to it that the projects comply with the Follow Through Program Manual and regulations, in implementing the program.

The primary function of the general consultant is to provide technical assistance to the local project in planning and implementing its model approach. The general consultant should:

1. Assist the project in assessing its progress.
2. Assist in program development and implementation during site visits.
3. Assist in the development of active and full-parent involvement, and in the development of an effective policy advisory committee.
4. Assist the project in its development of all project components (instruction, health, nutrition, psychological and social services, and staff development) in order that the needs of the project are met.
5. Assist unsponsored projects in curriculum planning.
6. Assist the project in identification of local, state, and national resources.
7. Coordinate some site visits with sponsor representatives.
8. Inform Follow Through and the program of program progress or problems which he feels are relevant to the overall development of the local project as related to the sponsor's approach.

9. Request Follow Through to arrange for specialized consultant services (e.g., medical, dental, and nutrition specialists) where, in the judgment of the consultant and the project, such services are needed.

10. Assist the project in planning and drafting all aspects of the proposed program and budget for the next grant period.

11. Make recommendations for administrative and program improvements, with all persons involved in the total project, including the program sponsor.

The consultant and the program sponsor should mutually understand the comprehensive service requirements of the Follow Through Program. The consultant, sponsor, and local project director should develop the most effective working relationship possible.

A Comprehensive Approach to
Compensatory Education

Follow Through was conceived as, and remains, a program designed to influence the total development of economically disadvantaged preschool children. The federal government through Follow Through is providing leadership in helping local communities integrate all services needed by young children into a unified program. The National Advisory Committee realized and, justifiably so, that if these young children were going to succeed, they would need more than a traditional kind of instructional program.

This committee recommended that an innovative instructional program be augmented with such services as medical, dental, health, nutritional, and psychological. Also included were such components as parent and community involvement, and personnel and staff development; these support services were deemed absolutely crucial if teachers, instructional aides, and parents were going to receive the necessary training required to implement successfully a particular sponsor approach.

The following represents a discussion of the goals, objectives and function of the various components as recommended by the National Advisory Committee.

The goal of the personnel and staff development component of Follow Through enables the professional and auxiliary personnel to more effectively attain the objective of maximizing the learning potential and achievement of the child. To this end, emphasis will need to be given to integrating the contributions of all staff and their relationships to the child and his family. This implies that each Follow Through program will be a learning laboratory. In accordance with the learning-laboratory concept, the staff development component should provide for all personnel the means for: (1) understanding all aspects of Follow Through, (2) modifying attitudes related to the learning environment and staff roles, and (3) developing the basic competencies and skills appropriate to each role and function. The goal for institutions providing training is

to develop effective training models which involve teams of all personnel directly concerned with Follow Through programs (e.g., teachers, counselors, psychologists, speech therapists, curriculum coordinators, school nurses, and physicians). Furthermore, the training institutions must involve as an integral part of their programs state, regional, and school system leadership.

The objectives for the staff development component of Follow Through would be designed to accomplish the following:

1. Strengthen the leadership, coordinating, and integrating role of the director.
2. Enable the classroom teacher to function most effectively in her direct relationships with children as a facilitator of their learning.
3. Enhance the classroom teacher's ability to function as an orchestrator of all the professional and auxiliary personnel concerned with the learning of children in her classroom.
4. Provide basic training for auxiliary personnel as to the role of the school and the program, and their function in it.
5. Provide all professional personnel (ancillary to the teacher) with an understanding of the program and means of implementing their specific roles.
6. Foster continuity for all personnel between the preservice and in-service training programs.

7. Provide a climate enhancing the continuous development of all staff.

8. Develop new competencies, not only through didactic input in training sessions, but also through experiences in simulated and real situations.

In order to implement the goals and objectives of the staff development component, it will be necessary that the following personnel be an integral part of each program:

1. A director who will be released from other duties to be responsible for program leadership and administration.

2. A professional teacher-leader who, in conjunction with ancillary and auxiliary personnel, will be responsible for the education of a group of fifteen to eighteen children.

3. Ancillary personnel who will provide the services of guidance, psychology, social work, nutrition, and health to be integrated with the instructional program.

4. Auxiliary personnel in instructional, social work, health, and other aspects of the program to serve as aides (minimal training) and assistants (two years of college).

The effectiveness of the staff development component will be contingent upon:

1. Training programs for the principle personnel of school systems and higher institutions of learning who will be engaged in training Follow Through staff members.

The "training for trainers" should be seminars, colloquia and/or institutes offered periodically in the year prior to the operation of a training program. Staffs conducting training programs should consist of an inter-disciplinary team. They must familiarize themselves with the objectives of Follow Through as well as innovative exemplary programs and research in early childhood.

2. Preservice training for the total staff of Follow Through during the semester quarter or summer term preceding the initiation of a program. Staff should be trained in teams comprised of the director, teacher, and ancillary and auxiliary personnel.

3. In-service training for a minimum of two hours per week during the school day, plus participation in special institutes, seminars, and workshops at other times during the school year. The in-service component should provide for the development of individual competencies which are facilitated through feedback from skilled and sensitive participant observers.

4. Availability to the staff of materials and literature for their continuous personal use.

5. Opportunity for all staff to attend conferences and seminars, and to visit other Follow Through or exemplary early-childhood education programs.

Guidance and psychological services

The goal of guidance and psychological services of a Follow Through program should be the optimum intellectual,

emotional, and social development of each individual child, with special recognition of and provision for the unique or intensified needs of the child from the impoverished home and community. The objectives of these services should be:

1. To create that climate for living and learning, both in the classroom and throughout the entire school, which will stimulate and foster the activation of all human potential.

2. To make each person significant in the school, home, and community life of the child, sensitive to the impact of his own behavior as it reflects his own values, motivations, and personal character.

3. To utilize the knowledge and skills of the child development specialist, the guidance counselor, the psychiatrist, the psychologist, and representatives from related disciplines, working together with the teacher or contributing in an isolated specialized function to the end of optimum development for each child.

4. To learn more about the nature of emotional, intellectual, and social deprivation which results from the impoverished home and community.

5. To help each Follow Through child develop a sense of autonomy.

6. To recognize, respect, and accommodate the individuality of each child--his interests, competencies, and potentialities as well as his unique pattern and rate of development.

7. To identify strengths for coping which appear to be uniquely fostered by the life pattern and values of the poverty culture-- to find ways to build on such strengths.

8. To assist the teacher in selecting and devising individual and group experiences which will redirect toward and reinforce appropriate positive behaviors.

9. To assist the teacher and parents in early identification of such deviance from normal development as would suggest the possibility of subsequent difficulty or problems.

10. To provide specialist resources for diagnostic evaluation and appropriate referral and treatment services.

Top priority should be given to ongoing development programs involving all school personnel, designed to afford knowledge and insights concerning child development and growth. Ongoing staff development programs must be designed to facilitate greater self-understanding and awareness of each individual's own values, motivations, and biases. A design should be developed and utilized by which all related institutions and agencies--the teacher, the administrator, the psychiatrist, medical and health personnel, the psychologist, social worker, and community liaison representative-- share and pool their knowledge and experience concerning each individual child or group of children. One possibility might be the periodic "case study" by this group with a progress evaluation for each child. Undoubtedly the child

with more severe problems may receive the greater share of attention and effort; however, it is imperative for the benefit of both the child and the case-study team, that the youngster evidencing normal growth and development receive careful consideration and study.

The guidance specialist and the psychologist should observe children in the normal school situation and consult with the staff (including administration and other auxiliary and ancillary personnel) offering questions, interpretations, and suggestions. The guidance function necessitates the fullest knowledge and understanding of all facets of the child's background and history. Routine statistical information concerning home, family, and community situations must be supplemented with understanding of the values, attitudes, and aspirations which impinge upon the child. Guidance personnel should consult with parents where necessary; in addition, they will consult with the teacher and all ancillary personnel concerning relationships with parents. Work with parents, whether involving the teacher or ancillary personnel, should be directed toward assisting them in understanding the effects of their behavior on the child. Diagnostic evaluation must be accomplished where implied. If the child's problems cannot be effectively dealt with in the normal school situation, referral should be made for appropriate counseling, play therapy, or more intensive treatment. Such referral may be for group or individual attention.

Particular attention should be given to the Follow Through child's problem in the area of self-image and self-awareness, and to his intensified needs for feelings of personal worth and adequacy. Opportunities must be made for many and repeated success experiences which are of critical importance in the life of the Follow Through child. Deliberate provision should be made of many opportunities for each child to make real choices based on a clear understanding of alternatives. Acceptance and accommodation of the normal (and perhaps exaggerated) regression in many aspects of behavior and functioning will be necessary. Appropriate models of sex identification should be provided, especially for boys. Particular attention should be paid to the development of trust, especially in trust relationships with adults. There must be close cooperation and coordination with the research component.

Instruction

In order to have an effective Follow Through, children who have been in Head Start programs need to enter the next level with a continuity of relationships, experiences, and services. This is a joint responsibility of both sending and receiving agencies, necessitating close working relationships in advance of transfer. Mutual understanding and cooperation is necessary among all agencies concerned with active parent involvement, health, nutrition, psychological services, social services, and instruction. Particular attention must be paid to appropriate involvement

of administrative and supervisory personnel in the process of development and maintenance and transmission of essential information, data, and records.

The instructional program for Follow Through should be designed so that children can develop:

1. Interest in learning.
2. The desire to participate fully in learning activities.
3. Skills which enable them to cope successfully with learning tasks.
4. Knowledge which will make it possible for them to understand their environment and to participate fully in the social and intellectual affairs of that environment. (Environment must be interpreted to mean the immediate environment with which the child has actual contact, as well as the total environment about which awareness develops mainly through vicarious experiences.)

It is necessary that the instruction program be concerned with total personality development and that it be planned to provide for:

- a) emotional development--self-identification, positive self-concept, interaction experiences and skills, independence, success experiences, sex identification
- b) physical development--good nutrition, health and safety habits and practices, rest and recreation
- c) cognitive development--language development and communication skills; problem-solving skills; analytical

reasoning; and skills in identifying and interpreting relationships of time, space, and quantity.

d) social development--awareness of environment; development of a repertoire of behavior appropriate to varied situations; appreciation of cultural, ethnic, racial and social differences; appreciation of art, music, and literature as expressive media; and skills for operating successfully both independently and as a member of a group.

If children are to derive maximum benefit from involvement in the Follow Through instruction program, it is imperative that planning and implementation be guided by certain fundamental points identified by research and experience.

Adult-Child ratio. One of the successes of Head Start has been a teacher-pupil ratio of not more than one to fifteen and each teacher assisted by an aide. It would seem, therefore, that a similar adult-child ratio is essential to protect the quality of relationships and instruction in any Follow Through program.

Content. Content selected for individual instructional programs must be chosen in relation to the particular backgrounds and needs of the learners involved. Provisions must be made for variation of specific content.

Learning styles. Individuals learn in different ways. No one method, style, or series of materials can provide the complete vehicle by which all children reach a specific goal. A comprehensive program is one in which a variety of methods and materials are explored and utilized so that individuals may achieve specific goals. Providing for individual needs may mean the development or creation of completely new methods or materials.

Methods. Young children learn through physical involvement--using senses, participating in firsthand experiences, exploring the environment, interpreting situations through play. All learning situations must incorporate these elements. A wide variety of experiences at the concrete level must be provided if meaningful abstraction is to evolve.

Facilities. Facilities are those elements which will allow for a full complement of comprehensive services. This should include snack and full meal service; indoor and outdoor activities; convenient sanitary facilities for toileting; space for group activities with carpeted or warm floors; space or tables and chairs for seated activities; corner or areas for appropriate dramatic play, science study, and browsing; storage facilities; and accommodations for such activities as water play and painting. There should also be space for those adults who are related to the program such as parents, consultants, and secretarial

and service staff. This suggests a need for a minimum square footage per child of thirty-five to fifty square feet.

Equipment and materials. Equipment and materials should be selected on the basis of appropriateness for the age group, soundness of construction, flexibility of use and relevancy to curriculum, and content and skill development. Sufficient quantities of equipment and materials should be available for each group of children to provide adequately for the ongoing needs of the group.

Scheduling. A single class unit per day should be assigned to each teacher-leader team for maximum effectiveness.

Parent involvement. Emphasis must be placed on providing avenues for parents to understand the active role of both the school and the home in the implementation and reinforcement of the overall curriculum program goals for their children. The need for staff in-service training in this area must be recognized as vital if parents are to be meaningfully involved.

Research. Researchers have identified needs of educationally disadvantaged children and have described efforts to program learning experiences to meet their needs. Knowledge of the findings of this research is essential for

intelligent program planning. Continuous evaluation with feedback should be a part of curriculum development.

Technical assistance. Staff members will need technical assistance from time to time in planning, implementing, and evaluating the program. Opportunities should be provided for consultation with experienced professionals knowledgeable in determining creative and effective program direction and evaluation. Maximum utilization of appropriate specialized inter-disciplinary personnel from related local and state agencies and universities should be encouraged.

In-service training. Staff members should be identified who will work with children and their parents for several consecutive years, in order to provide continuity of relationships and experiences. (Training possibilities for building a pool of personnel should not be overlooked.)

Practices. Promising practices relative to the instructional program need to be identified through demonstrations and descriptive materials that can be disseminated.

Research and evaluation

The goal of Follow Through evaluation and research is to develop and disseminate local and national information that will permit determination of the success of both local and national programs and that will contribute increased understanding of children, their education, their development, and their social interactions.

Children in Head Start and other quality preschool programs have made substantial gains over children not in such programs. However, in certain instances relational lag appears to have developed during the months following Head Start. Follow Through is an experimental program designed to maintain and augment the gains made in Head Start and other quality preschool programs. Despite our rather extensive knowledge of child development and learning, we need more information concerning those procedures, personnel, and materials which will succeed best with Follow Through children. Experimental evidence from the 1967-68 program is essential in program planning for future years. Since Follow Through is an experimental program and since we do not have complete knowledge of what will work best with these children and their families, we must:

1. Encourage local school districts to be both creative and definitive in the programs they design and submit, and be inventive in the use of funds available to them.

2. Approve creative, unique programs that are carefully planned and organized even though the structure may be at variance with our personal predilections, and perhaps even offensive to some educators.

3. Provide adequate funds for designing studies, gathering and analyzing data, and reporting results for:

- a) an extensive national evaluation program
- b) local evaluation of individual projects

c) several carefully designed and implemented research projects.

Should we fail to encourage school districts to be creative and definitive in the programs they design, most proposals will be stereotyped statements of programs the school districts think will be acceptable and thus defeat the experimental purpose of Follow Through. Should we fail to approve creative, unique programs that may be at variance with our predilections, we will accept only stereotyped programs and will further discourage school personnel from creative thinking. Should we fail to provide adequate funds for designing studies and gathering and analyzing data, we will have no basis for knowing whether Follow Through in general and specific programs, in particular, are successful.

The evaluation must be longitudinal in nature and must build on information already available. In its national evaluation program, Head Start is developing a substantial amount of useful information. For Follow Through evaluation to produce continuity and maximal benefits, the same instruments (plus others) should be used in a Follow Through national evaluation. This will increase the costs but will make the results many times more valuable.

Follow Through is designed for children who have been in Head Start; however, many additional children, both disadvantaged and non-disadvantaged, will participate in Follow Through. The effects of Follow Through on these children should prove as useful and enlightening as its

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effects on Head Start children. Follow Through evaluation and research information should be disseminated as early as possible to permit program decisions and to facilitate determination of future research and development efforts.

A contract should be let for the nationwide evaluation. Proposals for details of the evaluation should be solicited from several organizations and bids made for the contract. Proposals must contain a time schedule of events. The contractor, using specifications contained in the national design, should determine the instruments to be used, incorporating wherever possible the instrumentation used in the Head Start Program; gather the data; analyze the data and prepare a report; and provide duplicate data tapes to the OEO for further analysis.

In view of the urgency of the situation and the need for any contractor to plan ahead, proposals for the nationwide evaluation should be sought immediately without waiting for the final report of this committee.

State educational agency involvement

The goal of the state departments of education in Follow Through is to provide technical assistance and consultative services to local educational agencies in preparing applications, developing proposals, and implementing programs.

SEAs should coordinate resources with relevant state agencies such as public health, OEO, CAP, higher education, and act as a liaison with these agencies. It should also

provide the vehicle for administration and allocation of federal funds to local education agencies. Personnel within SEAs should be designated to offer a range of services to local education agencies, to transmit technical and substantive information regarding Follow Through programs to local education agencies, to process school district proposals for approval, and to offer consultative services in total program planning and evaluation.

A unit should be established in SEAs to provide an administrative structure for Follow Through programs. Such a unit should be placed under the auspices of compensatory education (ESEA, Title I) and be delegated responsibility for (1) allocation of grants and development of fiscal control for Follow Through funds and (2) dissemination of federal and state material relative to Follow Through. The state board of education shall appoint a state policy-making body, where none exists, for Title I for operation Follow Through. The state commission or panel of lay citizens would serve as advisors to the board of education. SEAs shall prepare a state plan for Follow Through.

State guidelines should be developed on Follow Through, emphasizing areas of articulation possible without additional funds and limited district, state, or federal monies. The guidelines would set forth criteria to be compatible with federal criteria. They should include recommendations for a comprehensive compensatory education plan which should demonstrate that the district has utilized

other sources of funds than Title I. The plan to be submitted with the proposal should emphasize a preventive enrichment program aimed at the child between three and six years of age.

Provision should be made for state personnel to offer technical assistance to local education agencies in interpreting federal and state regulations and guidelines, and to offer consultative services to local educational agencies.

SEAs should provide direct resources to teacher in-service education as well as work with institutions of higher education in gearing aspects of their teacher training to the disadvantaged child in preschool and primary grades. SEAs should urge universities and state colleges to participate at the local school district level in programs of compensatory education.

SEAs, upon recommendation of the Follow Through advisory panel or commission and the state board of education, should establish suggested program elements based on research, Head Start, and Title I findings. SEAs should formulate evaluation and research standards, and provide consultation in these matters to the local education agency.

Health and nutritional services

Comprehensive health services have been a requirement for Head Start and other quality preschool programs. Follow Through should be an extension and expansion of these programs to make provision for continuing personal health

supervision for each child. To accomplish this requires the integration of health into the entire Follow Through program with involvement of the staff, parents, health personnel, and the child.

The services should consist of medical, dental, mental health, and nutritional components and include preventive, diagnostic, curative, and rehabilitative aspects. Identification and referral are to be intraschool functions planned in conjunction with the school health programs where they already exist. However, to assure that problems detected are corrected, Follow Through must arrange for follow-up with either public or private sources of care in the community. In most communities Follow Through will have to budget for expanding the diagnostic services for enrollees as well as for filling gaps in local resources available for treatment.

In order to accomplish comprehensive health care, it is mandatory that adequate health personnel be part of the Follow Through staff. An individual who has a health services background and administrative skills should be designated as health manager or director to plan and coordinate the various aspects of the program. This may be a physician, nurse, dentist, or public health administrator. It is important that an effective person be selected. Follow Through efforts to achieve optimum child development will be wasted if good preventive care, early detection, appropriate remedial action, and sustained health supervision

are not carried out; and the local director is the crucial person in the effective provision of these services.

It is therefore the responsibility of such a person to see that any necessary screening procedures (additional to those conducted in Head Start or for school requirements) are performed, and that health services are provided for the defects identified. Additional health staff would consist of medical, dental, and nursing personnel as well as health assistants and aides.

The responsibility of the health staff should be to:

1. Perform various case finding procedures.
2. Identify and obtain sources of care for the provision of treatment and assist families in utilizing these resources.
3. Counsel teachers, staff, and parents in understanding health needs directly establishing good health practices as well as obtaining health services.
4. Maintain ongoing health supervision in order to achieve optimum health and development for Follow Through children.

Many local, state, or federally funded programs are presently making services available to poor children. Follow Through must draw all these diverse components together to ensure that children and families are served in a coordinated, nonfragmented effective manner.

Therefore, application for Follow Through should show evidence of:

1. A clear plan of how the health services are to be provided with details on screening procedures, referral, and treatment. The end point of this plan would be the completion of the services to the child.

2. A plan of integrating all ancillary services relating to pupil personnel activities--that is, health, guidance, and social services.

3. Maintaining adequate records and progress reports.

4. Providing preservice and in-service training for staff--both professional and nonprofessional.

5. Provision of evaluating the results of the health services portion of the Follow Through Program.

Family and community services

The goal of social services in Follow Through should be to support the creation of conditions for learning in which each individual can find opportunity for development of his potentialities for participation in group life. The assumption is that behavior is learned through social interaction with significant others who are for young children, parents and other family members. The social service program, therefore, is conceived of as a family-oriented activity.

The objectives of such services should be as follows:

1. Promote family commitment to the achievement of school goals.

2. Promote school commitment to the achievement of family and community goals.

3. Promote community involvement in education ranging from the neighborhood to institutions in the wider community.

4. Work within the schools to aid teachers and other staff in the creation of optimum conditions for learning.

Social service staff should actively participate in:

a) The planning phases of the whole program, utilizing the specialized knowledge of the culture of the child and his family, community, and other resources to supplement the program, of normal growth and development, and of social psychology.

b) Planning and working for parent involvement in the Follow Through Program and toward parents' maximum feasible participation.

c) Consultation with other staff members to assist the staff in understanding the child's educational, social, and emotional problems by drawing on knowledge of human development and behavior, group process and interaction, and providing information about home conditions and social environment.

d) Development and maintenance of working relationships between the school and health, recreation, and social agencies in the community, and establishing liaison

between the school and these agencies to enhance the effectiveness of their services on the social and educational behavior of the child.

e) Assessing conditions in the community social environment which have implications for the school program.

f) Making appropriate referrals for diagnosis and treatment services when needed, and provision of case-work services when not otherwise available in the community; and follow-up on referrals made by other ancillary services.

g) Information giving to families about community resources and how to use them.

h) Mobilizing community resources to provide for adequate housing, food, clothing, and income--maintenance where these are lacking in the family.

i) Responsibility for continuity in care when a variety of services are needed.

j) Gathering and recording relevant information about needs of the children and their families together with the nature of the social service staff activity for providing help. This data should document the extent to which the social services contributed to the Follow Through program, in general, and to the child and his family in particular.

k) Cooperation with research component as resource persons for planning and developing meaningful approaches to research and evaluation for feedback into the local program.

1) Training and supervision of nonprofessional, indigenous workers in the social service program who can move out after a term into other community-service programs, into career-line agency jobs. Agencies should be encouraged to employ these social service aides after they have been trained and have gained work experience in the Follow Through Program. New aides can be recruited into the program as a means of strengthening the neighborhood-school relationship.

The report by the National Follow Through Advisory Committee was submitted to the USOE and was accepted without (any) editing.⁵

The recommendations of the National Follow Through Advisory Committee were later to serve as the basis for the development of the Follow Through Program Manual. Today, this manual not only serves to guide local school districts in their attempts to implement projects, but it also serves as the basis for review and evaluation of local projects by the national Follow Through office (see appendix E).

It was agreed by both USOE and OEO that high-quality Follow Through programs would be facilitated by advance planning involving SEOs, SEAs, institutions of higher education, CAAs, relevant groups, and individuals from the very inception. Continuous staff development at the national,

⁵ National Follow Through Advisory Committee, report to John Hughes on "Preliminary Thinking of the Follow Through Program," July 7, 1967.

state, and local levels would be a central concern of the total program. A cooperative program and/or research would be an integral part of each Follow Through project. Evaluation and research efforts would be directed toward the continuous improvement of local preschool programs.

As a result of the National Advisory Committee recommendations, the Follow Through Program is expending funds in each of these components. See figure 1 for a breakdown in percentages of the 1972-73 budget of \$53 million in each of the component areas.

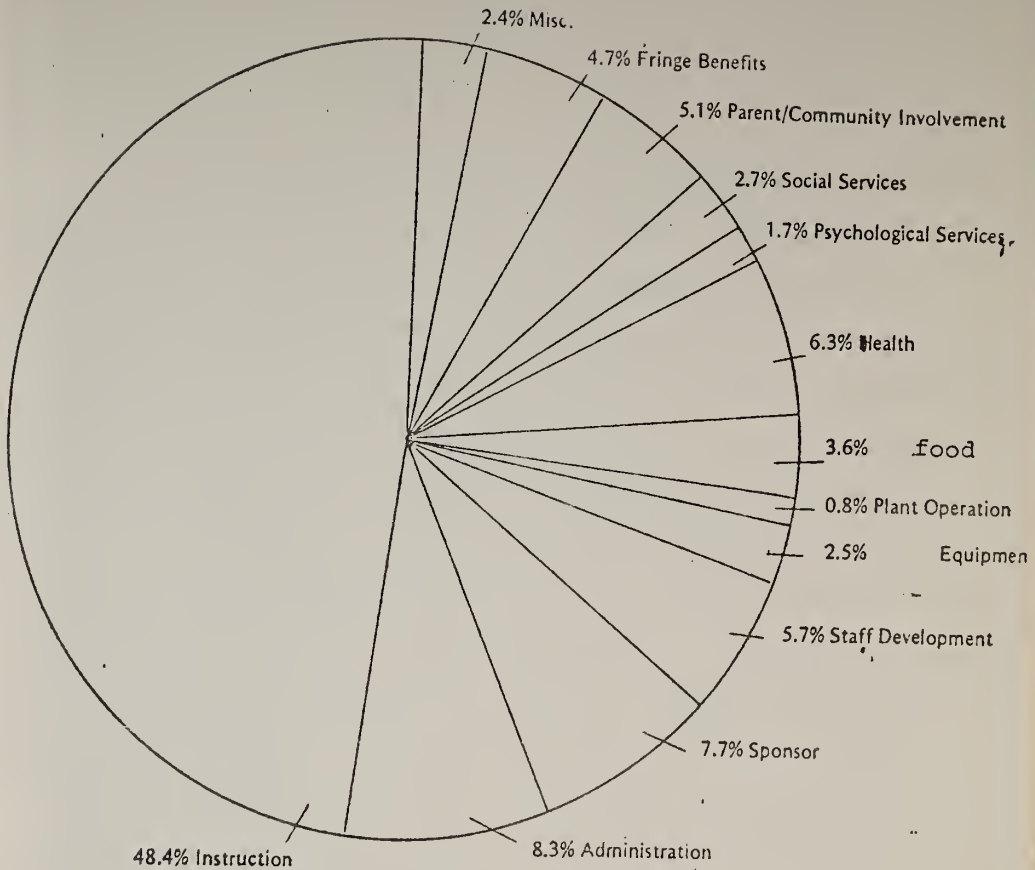


Fig. 1. Breakdown in percentages of the 1972-73 budget of \$53 million in each of the component areas.

CHAPTER V

FOLLOW THROUGH TODAY

Since 1968, the Follow Through Program has expended approximately \$10 million for a long-term, longitudinal evaluation of the results of child progress, sponsor approaches, impact on school systems, and impact on teachers and parents. The contractor responsible for the collection of the data is SRI. ABT Associates, Inc., is the contractor responsible for the analytical analysis of the data.

Although the policy makers who emphasized Follow Through's experimental purposes never directed Follow Through to provide answers to specific questions, it was always understood among the program staff that the primary requirement of Follow Through, an experimental program, was to produce information on the various child outcomes that could be expected from the various program approaches. It was also understood that the information should include measures of school achievement but that other important indices of the child's development should also be used. Hence, evaluation focuses primarily on child outcomes and is essentially a before-and-after comparison-groups design. Pretesting has been done essentially with achievement tests, while post-testing has been based on both achievement tests and some

measures of child affect. Comparison groups have come from the same communities where this was feasible, and from nearby communities when there were not comparable children in the Follow Through community. SRI will be completing its study. ABT, Associates, Inc., has published a comprehensive report on this multiyear evaluation effort.

Problems

As a social-action, experimental program, Follow Through has a number of fundamental and pervasive problems. The first of these is that administrative decisions have never been fully rationalized with the authorizing legislation--that is, the legislation authorized a social-action program while the executive branch decreed that the program should be experimental. Legislators, community action agencies, OEO regional offices, and others were never apprised of this decree except by Follow Through Program personnel. Since community action agencies, regional OEO personnel, and local community people were accustomed to all kinds of rationalization for the failure of programs to meet community action standards, they were skeptical of this interpretation. Moreover, in spite of the decision that the program be experimental, the executive branch of the government often treated it as a social-action program rather than an experimental program. For example, despite repeated efforts to secure personnel to manage a research and development program of approximately \$70 million, Follow Through never had an operating staff of more than thirty persons,

or about one staff member for every \$2.33 million of appropriated money.

A second major problem has been the failure of both policy makers and program personnel to be explicit in their expectations of Follow Through. Because of this, the evaluation has tended to wander, with achievement testing serving as the primary focus, but with efforts also being made (1) to develop additional tests that would give more complete information about children's development and (2) to gather extensive institutional data that would make it possible to draw conclusions about the effect of Follow Through on schools and other institutions serving children.

A third issue that has troubled Follow Through is that priorities have changed, both within the communities being served and within the federal government. For example, in 1968 and 1969, ethnic minority communities were very concerned about the unfairness of tests that were being used and about the inappropriateness of judging ethnic minority youngsters on "middle-class, white" tests. Those same communities, three years later, were no longer complaining very much that the tests were not fair; instead, they were complaining that educational systems were not teaching their children to read or to learn in other significant ways measured by achievement tests.

Another problem that arose during this period was court-ordered integration. Many Follow Through projects in

the South, located primarily in black schools, were seriously disrupted when the integration of children and staff was made mandatory. First of all, this meant that many new children on whom no baseline data had been gathered entered the program and that equal numbers of children on whom there were baseline data were transferred to other schools where there was no Follow Through. Second, it meant that many new staff members without training in the sponsor's program were brought into the Follow Through classrooms and had to be oriented and trained as effectively and expeditiously as possible. Third, since Follow Through funding is based on the number of low-income children enrolled, this change had serious funding implications. For example, if one hundred low-income children were scattered among twelve classes, the program would be far more expensive to operate than if these same one hundred children were concentrated in only four classrooms.

Perhaps the most serious programmatic mistake, as it related to the local level, was that Follow Through set up too independent an organization and did not insist that the regular staff be sufficiently involved; that is, school principals, elementary supervisors, and associate superintendents.

The Crucial Issue of Funding

Summaries of the funding and project histories of Follow Through are shown in table 1. The amounts shown in the second column are the amounts spent by Follow Through

during a given school year. Thus, in school year 1967, Follow Through (local projects, sponsors, evaluation contractors, USOE, etc.) spent \$3.75 million--forty local projects were in operation serving 2,900 children, and there were no sponsors.¹

TABLE 1
FUNDING AND PROJECT HISTORIES
1967-1973

School Year	Funds Spent in School Year (Millions)	Project Grants	Poor Children	Sponsors
1967-68	3.75	40	2,900	0
1968-69	13.25	91 (103)	15,500	14
1969-70	32.2	148 (161)	37,000	20
1970-71	57.	158 (174)	60,000	20
1971-72	70.	158 (174)	75,000	20
1972-73	63.06	155 (170)	84,000	20

Obviously, the budget figures do not correspond to Follow Through's fiscal year allocations. This is because: (1) funds for operation of the pilot projects in school year 1967-68 were borrowed from Head Start and had to be returned from fiscal year 1968 funds; (2) Follow Through used a "delayed funding" process for approximately \$2 million of operations in each of the school years 1968-69 and

¹At the present time Follow Through makes 155 grants in support of more than 170 local projects.

1968-70; and (3) in 1970-71 Follow Through initiated a special experimental program to test the effectiveness of summer school--a program which involved funding some projects for two school years and for either two or three summers.

Reduction in funding

Prior to the refunding of Follow Through projects for 1972-73 school year, the program was informed that its budget would be reduced from \$69 million to \$60 million as a result of a \$9 million reduction in Follow Through's 1972 funds. This was a very serious blow to the program because it would mean discontinuing financial support to some projects in order to stay within the allocated appropriation. On November 9, 1972, a memorandum was sent out to all Follow Through projects, sponsors, general consultants, SEAs, and SEOOs informing them that the Follow Through office would be conducting program reviews of all projects during the 1971-72 school year.²

The primary purpose of these reviews was to obtain a full and systematic picture of the status of the implementation of the key facets of Follow Through in order to strengthen the ability of project and community with technical assistance from sponsor, general consultant, regional program specialist, and project officer to develop a successful Follow Through project. It was also stated that

²Rosemary Wilson, memorandum, November 9, 1972.

the findings obtained from these reviews might be relevant to decisions concerning refunding for school year 1972-73. The memorandum also indicated that the reduction in the Follow Through national funding level from \$69 million in fiscal year 1971 to approximately \$60 million in fiscal year 1972, would result in not being able to refund all projects. The memorandum emphasized the fact that no decisions had been made as to the refunding or nonfunding of any particular project.³

The information available to the Follow Through staff indicated that substantial cost reduction could best be achieved by eliminating projects which were contributing the least to basic program objectives; that is, the research and demonstration objectives, leaving the more effective projects relatively unaltered to assure continuity of data and research evaluation goals. On November 15, 1972, a memorandum was sent to all project directors, PAC chairmen, and state officials inviting them to attend one of the three regional meetings to be conducted on December 15, 16, and 17, in San Francisco, California; Philadelphia, Pennsylvania; and Kansas City, Kansas.⁴ The project review, its purpose, and the criteria to be used were explained to all participants attending the meetings.

³Ibid.

⁴Rosemary Wilson, memorandum, November 15, 1972.

Criteria for funding of
projects for 1972-73

The review of the Follow Through projects was based on the following eleven discrete criteria:

1. The contribution to the research and demonstration effort of Follow Through.
2. The percentage of participating children from low-income families.
3. The percentage of participating children who are graduates of Head Start or similar quality preschool programs.
4. Amount of Title I and nonfederal funds committed.
5. Evidence of overall cost effectiveness in the administration and operating the project.
6. Quality of implementation by the project of the sponsor's approach.
7. Quality and effectiveness of instruction.
8. Quality and comprehensiveness of ancillary services.
9. Quality of program career development and in-service training of paraprofessionals and professional staff.
10. Quality of the dissemination process.
11. Quality and extent of parental participation in project activities.

Starting the month of September 1972, eight Follow Through project officers assisted by five other members of the Washington National Follow Through staff, ten regional office of education personnel, and forty-five Pacific

training consultants reviewed eight Follow Through projects in thirty-three states within eighty days. Approximately 475 man-days were spent by teams of at least three individuals. The reviews usually lasted from 2-1/2 to 4-1/2 days. The teams visited approximately 1,536 classrooms in 256 schools and interviewed 656 principals and LEA administrators, 1,776 teachers and teacher trainers, 2,904 Follow Through paraprofessionals, and 140 health and social services personnel.

The review teams also attended seventy-five PAC meetings, two-thirds of which were held at night, and observed approximately 18,000 children in classrooms. Although the projects had been visited and the review criteria had been applied to these sites, the findings were assessed and those projects that were recommended for termination were forwarded to the U.S. Commissioner of Education, then Sidney P. Marland. (For a complete list of those projects refer to appendix F.)

The twenty-six communities which were recommended to be terminated were notified by letter and shortly thereafter, the Follow Through office began to receive thousands of letters from parents and hundreds of letters from congressmen asking about the possibility of restoring the communities that were dropped. The response by the constituencies of U.S. congressmen, representatives, and senators prompted a move on the part of the U.S. Senate and House of Representatives to request a supplement for the Follow Through Program.

On May 27, 1972, the President of the United States, Richard Milhouse Nixon, signed the Second Supplement Act of 1972, in which \$3 million was appropriated to the Follow Through Program for continuing for one year those projects of highest priority from among the twenty-six Follow Through projects which had been slated for discontinuance at the end of their grant periods. In order to carry out the intent of the Congress, all twenty-six of the projects were carefully reassessed, taking into consideration not only the original eleven program criteria but also the additional factors of potential for improvement in the project and amount of technical assistance needed to bring about such improvement. On June 29, 1972, Duane J. Matthies, Deputy Commissioner for School Systems, informed the Follow Through Program which projects had been approved by the U.S. Commissioner of Education for refunding during the 1972-73 school year (see appendix G). These projects were invited to submit proposals for the 1972-73 school year. The applications were received by the appropriate project officer, negotiated, and funded accordingly.

Present Status of the Follow Through Program

On July 19, 1973, a memorandum was sent to superintendents of schools, CAAs, PAC chairmen, and Follow Through directors. The memorandum indicated that Follow Through was an experimental program and would begin phasing out in the 1974-75 academic year at the rate of one grade level per year and the kindergarten children who would be entering

their projects in September 1973 would therefore be the last group of new children to enter. The memorandum emphasized that funding for the coming school year would be subject to congressional appropriations in fiscal year 1974. It also informed projects that the Follow Through Program intended to continue the funding of their projects so that all children enrolled in September 1973 will have the opportunity to complete the third grade. This meant that funding, hopefully, will be provided as shown in table 2.

TABLE 2
FUNDING ALLOCATIONS AND PROJECTIONS
1973-1978

School Year	Funding Level (Millions)	No. of Sponsors	No. of Local Grants	No. of Low Income Children Funded	Grades of Follow Through Classes
1973-74	57.50	22	153	81,000	K-3
1974-75	41.00	22	153	62,000	1-3
1975-76	41.00	22	153	41,000	2-3
1976-77	29.00	22	124	20,000	3
1977-78	None	None	None	None	None

This information was provided to the LEAs early so that they would have adequate time to phase out the Follow Through Program in their schools or assimilate it into the regular school program by funding from federal funds, other than those from Follow Through or from local or state funds.⁵

⁵Duane Mattheis, memorandum, July 19, 1973.

The memorandum sent out by Duane Mattheis generated a wave of protests by parents, superintendents of schools, chief state school officials, U.S. Congressmen, etc. This ultimately resulted in a bill sponsored by Senators Humphrey and Mondale, and Representatives Taft, Harrison, and Williams to ask for an amendment to the Supplemental Appropriations bills to restore \$20 million to the Follow Through Program. The intent of the supplemental money was to restore the entering grade (kindergarten class) at all Follow Through sites for the 1974-75 school year. After hearings and debate on the proposed supplemental, the House of Representatives and Senate agreed on a compromise figure of \$12 million to continue the kindergarten grade for one year. As a result of this supplemental, the funding allocations and projection listed in table 2 have been revised.

Table 3 indicates that the Follow Through Program will have been completely phased out by the 1978-79 school year and will bring to a close one of the largest research and development efforts in the United States.

Follow Through projects are located in a variety of urban/rural settings in all parts of the country. The cost of Follow Through projects varies by size of project, location, sponsor approach, and community setting. The projects listed in appendix H are representative of the total population of Follow Through projects. They range in size from 110 to 1,412 children per project and are representative of all geographic regions and minority populations. Nineteen

TABLE 3

FUNDING ALLOCATIONS AND PROJECTIONS
1973-1978 (REVISED)

School Year	Funding Level (Millions)	No. of Sponsors	No. of Local Grants	No. of Low Income Children Funded	Grades of Follow Through Classes
1973-74	57.50	22	153	81,000	K-3
1974-75	53.00	22	153	81,000	K-3
1975-76	41.00	22	153	41,000	1-3
1976-77	41.00	22	153	41,000	2-3
1977-78	29.00	22	124	20,000	3
1978-79	None	None	None	None	None

model sponsors, plus three self-sponsored projects are included in the sample (see appendix I). Table 5 (appendix I) indicates expenditures level/pupil by geographic location, project size and local environment. As expected, urban projects cost more than rural projects. It is noted that certain economies of scale exist in implementing projects in that large projects cost less/pupil than do middle-size projects, than do small projects.

Summary of Evaluation Findings

Evaluation Objectives

The following questions were addressed in the evaluation:

1. What are the Follow Through/Non-Follow Through (FT/NFT) contrasts in posttest scores on achievement, motivation, self-concept, and attendance measures for each model?

2. How do preschool experience, initial achievement level, sex of children, racial/ethnic background, and classroom composition influence FT/NFT differences?

3. To what extent can FT/NFT differences be attributed to unique curriculum inputs prescribed by each sponsor's model?

4. What are the characteristics of teachers working in different models?

5. How do Follow Through parents react to Follow Through programs, schools, and their children's progress in learning?

While all of these questions are important, the central question advanced in this summary is: To what extent is each model affecting the cognitive-personal-social growth of children? However, even this question cannot be completely answered with the kindergarten data presented herein, but a good frame of reference should emerge for future results and interpretations.

Evaluation Design

The evaluation design is longitudinal with four successive waves of "cohorts," of children entering kindergarten and exiting from the third grade. The third cohort affords the largest data base and is the soundest from an evaluation point of view: the first two have expected developmental weaknesses while use of the fourth cohort for evaluation purposes has been deliberately limited. This is an interim report, and only kindergarten data of Cohort III,

collected in the school year 1971-72, are presented in this report. The national evaluation design includes those sponsors who are implementing their concepts in at least five projects. Only ten of the twenty-two sponsors met this criterion. The distribution of sponsors' projects is representative, as far as possible, of all geographical regions, urban/rural areas, and racial/ethnic groups. Within the project areas, similar schools were matched with the Follow Through schools to provide a basis for a control or comparison analysis. Ideal matching was not possible in most instances and necessitated considerable adjustments in the data. The measures used to adjust for the differences between Follow Through and comparison schools include: the entering achievement and ethnic characteristics of the child, family income, mother's education, family mobility, mother's perception of the school which her child attends, size of the city, and the region of the country in which the school is located.

The results presented here are derived from school-level analyses of children and from data collected from parents and teachers. There are 137 Follow Through schools, 114 comparison schools, approximately 4,000 parents, 4,000 children, and 1,100 teachers in the analyses. School-level analyses are presented in preference to child- or class-level analyses because the results are more stable and thus more reliable.

Instruments

The instrument battery used to collect the 1972 data is as follows:

A. Academic achievement

1. Wide Range Achievement Test (WRAT)--
individually administered

2. Metropolitan Achievement Test (MAT)--
group test

a) Listening to sounds

b) Reading

c) Arithmetic

B. Motivation/Self-Concept

1. Gumpgookies (measure of achievement motivation) individually administered.

2. Locus of control (measure of personal responsibility and control over events)--individually administered.

C. School attendance rosters

D. Parent interview guide

E. Teacher questionnaire

F. Teacher aide questionnaire

The Follow Through battery was carefully chosen to tap some of the major objectives for compensatory education. Being limited to the state-of-the-art in educational measurement, the evaluation does not, of course, attempt to assess all possible goals of all sponsors. In this evaluation then, as in all others, some effects are unknowable.

Results

Kindergarten results on child measures are presented in table 4 for each sponsor in the national evaluation.

In interpreting the foregoing results, some important points must be kept in mind. First, each group of sponsors' schools was compared to its own selected comparison group and not to the total group of comparison schools in the study. Second, statistical adjustments cannot fully compensate for initial differences between Follow Through and comparison schools on such items as pretest scores and socioeconomic characteristics of families. Thus, the basis for determining the effects of various Follow Through models is not perfect. Furthermore, the existence of different models with differences is not perfect. Also, the existence of different models with different educational strategies limits the conclusions which can be drawn from only the kindergarten year. For example, several sponsors stressed noncognitive areas in kindergarten and did not attempt to teach academic skills. As might be expected, those sponsors do not generally show positive results in the cognitive area after one year but they may in later years.

As the Follow Through evaluation continues, additional data and a variety of analytic techniques will be used to cross check the findings and provide a better framework for making sponsor comparisons as well as more in-depth

TABLE 4
 SAMPLING OF SPONSORS' COMPARISON GROUP'S RESULTS*

	Far West Laboratory	Univ. of Arizona	Bank Street College	Univ. of Oregon	Univ. of Kansas	High/Scope	Univ. of Florida	Educational Development Center	Univ. of Pittsburgh	Southwest Development Laboratory
Wide Range Achievement Test	0**	+	0	+	+	+	0	+	+	0
Metropolitan Achievement Test	0	0	-	+	+	+	0	0	0	0
Listening	+	0	-	+	+	+	0	0	0	0
Reading	0	0	-	+	+	+	0	0	+	0
Numbers	0	-	-	+	+	+	0	0	0	0
Achievement Motivation	+	+	+	0	+	+	+	+	+	-
Locus of Control										
Positive	0	-	0	0	-	+	0	0	+	+
Negative	0	0	0	+	0	0	+	+	+	0
Attendance	0	0	0	0	0	+	0	+	0	+

* A result is "educationally significant" if it is equal to or greater than 0.25 standard deviation units.

** 0 = No significant difference between Follow Through schools and comparison schools.

*** - = Significant difference favoring comparison school.

#+ = Significant difference favoring Follow Through schools.

interpretations of within-sponsor results. Discussion of significant findings for each sponsor on child outcomes in kindergarten and related teacher and parent data follows.

Far West Laboratory, Responsive Education Program.

The Far West Laboratory espouses the philosophy that a child learns best by exploring and making discoveries in the world around him. The responsive classroom environment is designed to help the child develop confidence in his own capacity to succeed and to master the academic skills necessary for effective problem solving. The model offers a variety of games, materials, and learning tasks to aid in the development of reasoning abilities and self-directed, self-rewarding behavior.

Far West's teachers have spent more time (almost three years) with their Follow Through model, and more time in general in the teaching profession than have teachers of other models. These kindergarten teachers report receiving relatively little training from their sponsor. They are highly child oriented in their approach to teaching and place emphasis on parent involvement in the education of their children. They report that they make many visits to pupils' homes and this may be responsible for another ingredient in the children's motivation--the reported interest of their parents in helping them at home and at school.

The encouragement that Far West Laboratory give to children to become self-starters may be reflected in their

scores on academic motivation. The direction that motivation takes is primarily in reading in which this model surpasses its comparison group. Differences between Far West's Follow Through schools and the comparison schools on other measures are, to date, negligible.

University of Arizona, Tucson Early Education Model. The classroom environment of the Tucson model attempts to be an extension of the home in which children learn in a natural, functional way to develop language, reasoning, social arts and skills, and to be motivated in learning about their world. One-to-one adult-child interaction and small group activities are the route to individualizing instruction. Children in this model are encouraged to learn a great variety of things beyond their ABCs.

Teachers working under this sponsor have fewer advanced credits of degrees and their salaries are relatively low compared to other Follow Through teachers. However, their experience and age are comparable to those characteristics of other Follow Through teachers. Further, they receive more training from their sponsor. The teachers' values are essentially child oriented and the teachers make more visits to children's homes than do teachers in comparison schools. Perhaps this accounts for the fact that these Follow Through parents show a greater interest in school activities than do their comparison groups.

Measures of cognitive achievement show scattered results: high scores on the WRAT, low on MAT numbers, and no significant differences from their comparison groups on listening and reading.

The children are more motivated toward learning than their comparisons although they seem to feel less responsibility for good things that happen to them. In attendance the Follow Through children are not substantially different from the comparison groups.

Bank Street College of Education Approach. The Bank Street approach which is similar to the open education concept developed in England, is designed to change the school system to meet the developmental needs of children. The classroom program is individualized and flexible, using material relevant to the child's own world and helping him to probe, discover, and learn how to learn. While basic skills are important to Bank Street, preparation for academic learning must precede the learning itself, and in Follow Through this preparation occurs in the kindergarten.

Teachers in the Bank Street model are more highly educated than most other Follow Through teachers, value the child-oriented approach to education, and receive most of their training in that approach.

The children tested in the Bank Street projects were far below comparison groups in both socioeconomic status and beginning achievement scores. The deficits in achievement scores with which the kindergarten children began

could not be fully adjusted in the statistical analysis of the data, and may partly explain why their scores lag behind those of the comparison schools on all MAT subtests. Bank Street children do, however, surpass the comparison children on motivation to achieve. On the WRAT, self-concept and attendance measures, there are no substantial differences between Bank Street and comparison schools.

University of Oregon, Englemann-Becker Model. The University of Oregon approach is designed to teach children the basic skills of reading, arithmetic, and language beginning in kindergarten. The curriculum materials are programmed and teaching techniques are prescribed in detail with emphasis on structured, small-group instruction, question-and-answer periods, and the use of positive reinforcement to shape behavior.

The Oregon teachers report that they have received much training in the use of structured learning activities, and place high value on this method of teaching. On the other hand, they place less value on the development of personal/social skills and on involving parents in the school program than do teachers in the comparison schools.

The achievement data reflect Oregon's conviction that the primary-school program for disadvantaged children should focus on reading and arithmetic skills. Oregon children performed well on all the achievement tests. The model had no noticeable effect on motivation or attendance.

model are significantly lower than their comparison children in the area of feeling responsibility for positive events.

High/Scope Foundation, Cognitively Oriented Curriculum Model. The High/Scope classroom environment provides for active exploration, manipulation, and discovery. Within its Piagetian framework, the instructional approach is systematic and planned. The cognitively oriented curriculum is designed to develop in children the thinking skills they will need throughout their school years and adult life.

High/Scope teachers are more child oriented in their educational philosophy than teachers in any other model and they place substantial value on their comparison parents in the help they give to their children and in contacts with schools. At the kindergarten level, the High/Scope model is producing positive effects on all achievement measures. Unlike some of the other models, the High/Scope effects are relatively easy to interpret inasmuch as the initial match between Follow Through and the comparison groups is very close. In addition, High/Scope children are well motivated to learn, feel responsibility for positive things that happen to them, and have a good attendance record relative to their comparison group.

University of Florida, Parent Education Model. The University of Florida program is a parent education model. Based on the premise that children learn as much at home as at school, the major objective is to improve children's

University of Kansas, Behavior Analysis Approach.

The primary objective of the University of Kansas approach is to facilitate the child's mastery of the basic skills, particularly in reading and arithmetic. This is accomplished by a "token economy" system whereby children are rewarded for their good efforts and accomplishments with tokens which can be exchanged for various privileges during free time. Based on principles of behavior modification, the token-exchange system is designed to provide systematic, positive reinforcement for desired behavior.

The data indicate that teachers in this model received more training in utilizing structured teaching techniques than any other sponsor group, along with working effectively with parents. The parents, too, appear to support the model in helping their children with academic work more frequently than do comparison parents.

It is evident from the evaluation that kindergarten children in the Kansas model are learning basic skills at a faster rate than in the comparison schools. However, the Kansas children far surpassed their comparison groups on the initial achievement test and this initial advantage, while corrected for in the statistical analysis, may still partly explain their performance at the end of the year. This model's children also show superior achievement motivation but are not substantially different from the comparison children in attendance. The children in this

school achievement through enabling parents to participate directly in their children's education. While the curriculum varies with project sites, parent participation provided by the sponsor adds a Piagetian influence through home instruction. At the heart of the model is the parent-educator-aide who works both in the classroom and in the home to integrate school-home efforts. The emphasis of the Florida model report is making frequent visits to pupils' homes. The University of Florida model assumes that parents along with teachers are educators regardless of their formal education.

While not altering the classroom curriculum, parent intervention produced positive results in MAT reading, motivation, and a sense of responsibility for negative events. The effects on attendance and other achievement measures are negligible.

Educational Development Center (EDC), Open Education Plan. The EDC program, reflecting the British infant school model, is based on the belief that a child learns through active participation in the learning process. In the flexible open-classroom environment children are encouraged to initiate activities, pursue their interests, and generally assume responsibility for their learning. If EDC children in kindergarten give evidence that they are not ready, or indicate that they do not wish to learn to use numbers, no effort on the part of the adults in the classroom is made to pressure them into learning academic skills.

The basic objective of the program is the development of pupil growth in academic and problem-solving skills, self-expression, and self-direction.

EDC teachers are slightly above other Follow Through teachers in age, experience, salary, and education and they report much sponsor training in child centeredness. EDC parents report more frequent interaction with their children in their school work and in school-related activities than the comparison group.

The child outcomes for EDC Follow Through children are lower than comparison children on MAT listening and reading and not significantly different from the comparison groups on the other two cognitive measures. EDC children surpassed the comparisons on motivation and attendance and were not substantially different on locus of control.

University of Pittsburgh, Individualized Early Learning Program. The University of Pittsburgh uses a number of interrelated curriculum components that are designed to develop orienting and attending skills, perceptual motor skills, and conceptual linguistic skills including reasoning and knowledge of mathematics concepts. The carefully structured and sequenced curriculum is individualized to permit the child to work at his own pace.

Pittsburgh teachers, who are less highly educated than other Follow Through teachers, report that they received much training in the use of structured instruction and in working effectively with parents. The parents, in turn, are

involved more than their comparison groups in their children's learning both at home and at school.

The Pittsburgh model shows gains over its comparison group in two (WRAT and MAT numbers) out of the four achievement tests and in all the noncognitive measures except attendance. Differences on MAT reading and MAT listening were negligible.

Southwest Education Development Laboratory (SEDL)
Language Development (Bilingual Approach). The SEDL program was originally designed as a bilingual program for predominantly Spanish-speaking children. The primary emphasis is on language development, with language being viewed as the prerequisite for acquiring a variety of skills, including nonlinguistic skills. Building upon the child's native language and culture, the kindergarten program stresses the development of visual, auditory, and motor skills, as well as thinking.

Teachers in the SEDL model place great value on the structured approach to teaching basic skills--they respect the rights of others, and they hold pupil cooperation in high regard. Though younger and less experienced, SEDL teachers are more highly educated than other Follow Through teachers. They have a unique problem associated with the delivery of a language development program to children for whom standard English is not the native language.

On three out of four cognitive measures, SEDL children performed at levels not significantly different

from their comparison groups. On MAT listening the SEDL children were slightly below the comparison. However, the children in this model were well below comparison schools in socioeconomic status and entering achievement and, therefore, the analysis may somewhat understate SEDL effects. One evidence of this is the fact that SEDL's performance looks better when large city projects are excluded events but lack academic motivation. Attendance in SEDL schools, from the study, was significantly better than in comparison schools.

Conclusions

There is reliable evidence that systematic differences among the ten sponsors' approaches have been achieved. It is also clear that several sponsors advocating early attention to reading and arithmetic are showing significant effects relative to the comparison groups in those areas, and that sponsors not having such emphasis for kindergarten children are not, in general, producing such results at this time. However, most of the sponsors are showing evidence of developing the children's motivation and six are having some effect upon the children's sense of personal responsibility. Whether or not these positive effects on nonacademic variables are precursors of academic effects will be revealed by analyses of data collected after kindergarten.

The results from the kindergarten class that entered Follow Through in the school year 1971-72 indicate that some

Follow Through models are producing educationally important effects on several cognitive and affective outcomes. However, it is too early in the evaluation to draw firm conclusions about the ten education concepts. Since the program carries children through third grade, conclusions must be postponed until then. On the other hand, a considerable amount of information about the individual models is available and suggests differential effects among the models. The evaluation is beginning to show results which will be further examined in the remaining years of the research plan.

The researcher feels that parents have demonstrated that they are interested and concerned about the education of their children. When the decision was made by the U.S. Office of Education to phase out the Follow Through Program, parents, principals, SEAs, LEAs, and professional organizations lobbied to support a program they felt was serving the needs of children. The strong opposition generated especially by the parents to their local elected officials, U.S. Congressmen and Senators, served as the impetus in getting the necessary support to prompt the U.S. House of Representatives and Senate to introduce a bill for a supplement to the program and prevent the phase-out. The researcher believes that parents, as a result of their experience in Follow Through, have become more involved in the education of their children, development of budgets, and operation and management of their schools. They have

become more politically astute in terms of lobbying for programs they support and want continued.

Recommendations

Since the preliminary evaluation data supports the fact that the Follow Through Program is working and has been a success, the program as currently structured should be continued. In addition, the evaluation effort should be continued until two complete cohorts of children in grades kindergarten through three have matriculated through the program. This effort would provide more valid data and give a better indication of achievement gained as a result of the Follow Through experience.

This researcher would recommend that the U.S. Congress pass legislation to operationalize Follow Through (kindergarten through three) into a service program. In addition, the Follow Through Planned Variation concept should be extended into grades four through six. If this occurs, sponsors would then begin to work with communities in developing and implementing programs for the new grade levels.

They would continue to render technical assistance to those school districts for grades kindergarten through three on an as-needed basis. Sponsors would be asked to develop training laboratories to extend their educational models to other institutions of higher learning. This would permit a more efficient regionalization of services and would perhaps impact positively upon teacher-training

programs. These institutions would then have staff skilled in the different approaches.

The researcher feels that there is strong support in the U.S. Congress to continue the program. This is evident because of the fact that the U.S. Office of Education requested only \$35 million in their budget request for the 1975-76 school year but the U.S. House of Representatives appropriated \$53 million for the Follow Through Program-- an increase of \$18 million more than requested by U.S. Office of Education.

Thirty-five million dollars is not sufficient to continue support of a K-3 program at the current (1974-75) level but could support the phase-out plan. The appropriation by the House of Representatives of the larger amount (\$53 million) lends evidence that the House of Representatives is opposed to the phase-out of the Follow Through Program.

APPENDIX A

DEFINITION OF TERMS AND ABBREVIATIONS

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Definition of Terms

Act: the Economic Opportunity Act of 1964, P. L. 88-452, as amended, 42 U.S.C. 2701.

Budget period: the period of time (within or coterminous with the project period) specified in the notification of grant award, during which project costs may be charged against the grant. A budget period is generally twelve months but may be for a different period of time, if appropriate.

Commissioner: the United States Commissioner of Education.

Community action agency: an agency designated as such, pursuant to 210 of the Act and receiving financial assistance from the Office of Economic Opportunity under Title II of the Act.

Community involvement: the participation of citizens in determining the structure and content of a district's educational program. The Follow Through Program requires parental involvement in the operation and management of the project.

Early elementary grades: kindergarten through grade three, inclusive.

Economically disadvantaged: children from families with low incomes. For the purpose of Follow Through, income levels are defined by the OEO poverty line index.

Fiscal year: fiscal year refers to the period in which the federal government examines its financial status and closes its books. July 1 starts the fiscal year for the federal government.

Follow Through children: all children in public or private schools who have been enrolled in a Follow Through project.

Follow Through parents: all parents of children enrolled (or to be enrolled) in a Follow Through project, including the parents of private-school children participating in the project.

Grantee: the agency, institution, or organization named in the grant as the recipient of the grant award.

Grants officer: the employee of the United States Office of Education who has been delegated authority to execute or amend the grant document on behalf of the government.

Head Start: a child development program funded under the Economic Opportunity Act of 1964, intended to provide the preschool disadvantaged child with educational and cultural experiences along with authorized medical and dental services and nutrition programs. ✓

Head Start agency: an agency funded in whole or in part by the Office of Economic Opportunity pursuant to section 222(a)(1) of the Act.

In-service training: such specialized training as may be required or recommended for project staff during the course of employment in the Follow Through project.

Local education agency: the public board of education or other public authority legally constituted for administrative control or direction of public elementary and secondary schools within a political subdivision of a state. This study uses the term school district synonymously with local education agency.

Low-income children: or low-income persons refers to children or persons from families whose annual income falls within the poverty (line) index which is compiled and revised annually by the Office of Economic Opportunity.

Nonprofit: as applied to an agency, organization, or institution refers to an agency, organization, or institution owned and operated by one or more nonprofit corporations or associations--no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

Office of Economic Opportunity: an office established within the organizational structure of the Office of the President of the United States to carry out the Economic Opportunity Act of 1964.

Paraprofessional: a person who does not have a baccalaureate or equivalent degree or certification, but who directly assists persons in the performance of educational, social services, medical, or other functions.

Parent participation: participation in the process of making decisions about the nature and operation of the project in the classroom and school as paid employees, volunteers, or observers.

Policy advisory committee: a committee that assists with the planning and operation of project activities and actively participates in the decision-making process of project activities.

Preschool experience: low-income children who are graduates of a full-year Head Start or comparable preschool program.

Preservice training: workshops, courses, seminars, and other forms of specialized training which precede and are required or recommended for employment as a member of a Follow Through project staff.

Private: a nonprofit school which is operated and controlled by other than a public authority and which complies with state compulsory attendance laws or is otherwise recognized or accredited by some procedure customarily used in the state to identify schools meeting acceptable educational standards.

Program sponsor: a college university, or institution which receives a grant or contract to undertake some or all of the activities and maintains a contractual relationship

with one or more local Follow Through projects for the purpose of conducting such activities in conjunction with such projects.

Project: the identified activity or program approved by the commissioner for support.

Project area: the local community or the smaller geographic area within such community (defined by school attendance zones or other similar neighborhood boundaries) in which a Follow Through project operates.

Project director: the person responsible for directing the project of the grantee or contractor.

Project officer: the employee of the U.S. Office of Education who is responsible for monitoring the project of the grantee or contractor to assure compliance with the terms and conditions of the grant.

Project period: the length of time specified in the notification of grant award for which a project is approved.

Rural: as applied to a geographic area, an area which is not included within a standard metropolitan statistical area (as defined by the U.S. Bureau of Census and which is not within or coterminous with a city, town, or borough, village, or other subcounty political unit, the population of which exceeds 2,500).

State educational agency: the state board of education or other agency or officer primarily responsible for the state supervision of public elementary and secondary

schools, or if there is no such officer or agency, an officer or agency designated by the governor or state law.

Title I: a program designed to broaden and strengthen educational opportunities for educationally deprived children living in school attendance areas where there is a high concentration of children from low-income families.

War on poverty: the antipoverty program pursued under the Economic Opportunity Act of 1964.

Definition of Abbreviations

BESE: Bureau of Elementary and Secondary Education

CAA: Community action agency

CAP: Community action program

DCE: Division of Compensatory Education

DHEW: Department of Health, Education, and Welfare

EOA: Economic Opportunity Act.

ESEA: Elementary and Secondary Education Act

LEA: Local education agency

NIE: National Institute of Education

OCD: Office of Child Development

OEO: Office of Economic Opportunity

PAC: Policy advisory committee

SEA: State education agency

SOEO: State office of Economic Opportunity

SRI: Stanford Research Institute

STA: State technical assistance.

USOE: United States Office of Education

APPENDIX B

COMMITTEE MEMBERS ON THE NATIONAL
FOLLOW THROUGH ADVISORY COUNCIL

COMMITTEE MEMBERS ON THE NATIONAL
FOLLOW THROUGH ADVISORY COUNCIL

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APPENDIX C

RANGE OF FOLLOW THROUGH SPONSORS

AFRAM PARENT IMPLEMENTATION EDUCATIONAL APPROACH

AFRAM Associates, Inc.

AFRAM Associates, Inc. is a nonprofit educational research consulting group. It has developed a model based on guarding the right of the parent community to participate in monitoring the education of its children and to make its schools accountable to it. The model views parent implementation as a necessity, not as a mere right or privilege. AFRAM constantly encourages parents to become aware of their ability to exercise decision-making responsibilities over the education of their children. This model seeks to engage parents in enacting parental leadership by shaping the policy to the benefit of their children's education. Organizing and educating the parent community to assume this role is a central point of focus in the model.

The classroom instructional program should be one that parents actively participate in selecting and developing; and one that recognizes the contribution to be made by drawing upon parental skills in program implementation and management. In some projects the classroom instructional approach of a second sponsor is implemented, with AFRAM organizing the parent community whose involvement it considers essential to the success of the learning process.

Parents are educated to function in a variety of roles, both paid and unpaid, as community organizers, teacher aides, volunteers, foster teachers, homework helpers, and as community educators generally. As a complement to the parent coordinator, who is an agent of the Follow Through Project working out of the school to elicit parent cooperation, AFRAM employs a person from and selected by the parent community who functions as an agent of the parents to build community support. This person is solely responsible to the parents and works toward helping the parent community to gain a better understanding of the relationship between classroom and "extra-classroom" concerns. This person maintains contact between parents in the community at large and the Policy Advisory Committee, keeping each informed of each others interests.

The person employed as agent to the parents helps organize educational meetings in parents homes that are directed toward a variety of purposes, including self-education and education of the school staff to parent and community needs and concerns. He encourages parents to develop community

based programs to deal with problems that persistently interfere with the education of their children, such as narcotics addiction, deteriorated housing, lack of health and medical service, and the like. AFRAM depends on both field experience and training sessions to provide this person with the skills, knowledge, and motivation needed to be of meaningful assistance to the community.

Teachers employed within this approach must accept the principle of accountability and community control inherent in the model. They become accountable to the parent community, not just to the school system. Respect for the parent is seen as inseparable from respect for the child, and respect for the child is considered fundamental to learning. Teachers and parents are urged to get to know each other as people, exchanging home visits, learning from each other, and taking every opportunity to benefit from each other's contributions. Respect for creative cultural differences is an important value of this approach.

The Follow Through Project Director under this approach has the responsibility for ensuring that the PAC makes such basic decisions as those regarding staff selection, evaluation, and the general expenditure of funds. He is expected to attend Board of Education staff meetings only in the company of PAC members and to advocate the rights of the children over those of the system. The Board of Education is expected to provide the PAC with monthly financial reports.

AFRAM views itself as a tool of the community, placing its technical skills, talents and interests at the community's disposal. As such, it insists that the PAC and the schools participate equally in educational program evaluation. This includes specifying criteria of effectiveness, selecting areas for evaluation, and participation in the interpretation and distribution of findings. In this way, evaluation becomes a learning tool for the educational consumer rather than a coercive tool to be applied by forces outside the community.

AFRAM also serves as a clearing house of information, ideas, and proposals and provides technical assistance on such substantive educational issues as community control, curriculum sources, parent and student rights, and on such citizen-initiated anti-poverty programs as health, housing, and cooperatives.

BANK STREET COLLEGE OF EDUCATION APPROACH
Bank Street College

Basic to the Bank Street approach is a rational, democratic life situation in the classroom. The child participates actively in his own learning and the adults support his autonomy while extending his world and sensitizing him to the meanings of his experiences. The teaching is diagnostic with individualized followup. There is constant restructuring of the learning environment to adapt it to the special needs and emerging interests of the children, particularly their need for a positive sense of themselves.

In this model academic skills are acquired within a broad context of planned activities that provide appropriate ways of expressing and organizing children's interests in the themes of home and school, and gradually extend these interests to the larger community. The classroom is organized into work areas filled with stimulating materials that allow a wide variety of motor and sensory experiences, as well as opportunities for independent investigation in cognitive areas and for interpreting experience through creative media such as dramatic play, music, and art. Teachers and paraprofessionals working as a team surround the children with language that they learn as a useful, pleasurable tool. Math, too, is highly functional and pervades the curriculum. The focus is on tasks that are satisfying in terms of the child's own goals and productive for his cognitive and affective development.

Bank Street supports parent involvement in each community by providing materials interpreting the program and special consultants, as well as by joint planning for home-school interaction. Parents participate in the classroom, in social and community activities related to the school, and as members of the local Policy Advisory Committee. Parents may receive career development training with either graduate or undergraduate credit. Parents and teachers pool their understanding of each child's interests, strengths, and needs as they plan his educational experiences in and out of school.

Staff development is an ever-evolving process for administrators, teachers, paraprofessionals, and local supportive and sponsor staff. It is conducted both on site and at the College. Programs are geared to the specific needs of each project and are guided by a sponsor field

representative familiar with the history and dynamics of a given community in cooperation with local staff. Self-analysis is stressed in both the teaching and administrative areas. Bank Street's 50 years of experimentation as a multidisciplinary education center has demonstrated that a flexible, child-oriented program requires more, not less, planning and study. Staff development aims at providing a repertoire of teaching strategies from which to choose and also ever deepening insights into how to enhance children's capacity to probe, reason, solve problems, and express their feelings freely and constructively.

In moving from the broad, conceptual framework to the specifics of implementation, Bank Street supplies diagnostic tools for assessing child behavior, child-adult interaction, the physical and social milieu of the classroom, and the totality of model implementation. These instruments are used by trained observers and in self-analysis to increase model effectiveness and stimulate joint planning of changes needed in the classroom and in teaching behavior, community relations, parent involvement, and administrative practices.

In addition to continuing services on site, Bank Street develops slides, films, video tapes, and other materials for adult education. These supplement the materials developed for use in the classroom, such as the Bank Street basal readers and language stimulation materials. Field representatives, resource persons, program analysts, and materials specialists meet weekly with the Director of the Bank Street program to share experiences, continue conceptual development of the sponsor's role, and to plan institutes and workshops differentiated on the basis of requirements of specific communities and participants.

BEHAVIOR ANALYSIS APPROACH
University of Kansas

The behavior analysis model is based on the experimental analysis of behavior, which uses a token exchange system to provide precise, positive reinforcement of desired behavior. The tokens provide an immediate reward to the child for successfully completing a learning task. He can later exchange these tokens for an activity he particularly values, such as playing with blocks or listening to stories. Initial emphasis in the behavioral analysis classroom is on developing social and classroom skills, followed by increasing emphasis on the core subjects of reading, mathematics, and handwriting. The goal is to achieve a standard but still flexible pattern of instruction and learning that is both rapid and pleasurable.

The model calls for careful and accurate definitions of instructional objectives, whether they have to do with social skills or with academic skills. Curriculum materials used describe the behavior a child will be capable of at the end of a learning sequence and clearly state criteria for judging a response as "correct." They also require the teacher to make frequent reinforcing responses to the child's behavior and permit the child to progress through learning tasks at his own pace. The child earns more tokens during the initial stages of learning a task and progressively fewer as he approaches mastery, the object being to move from external rewards to self-motivated behavior. Since a child with few tokens to exchange for preferred activity is likely to be a child needing more attention, the system guides the teacher in evaluating her own performance.

In the behavior analysis classroom, four adults work together as an instructional team. This includes a teacher who leads the team and assumes responsibility for the reading program, a full-time aide who concentrates on small group math instruction, and two project parent aides who attend to spelling, handwriting, and individual tutoring. Parent aides are employed on a rotating basis with other parents. They first serve as classroom trainees for a period of several weeks; some of these parents, in turn, become aides for a full semester. Full-time teacher aides are employed from the latter group. The short trainee cycle allows a great number of parents to become directly involved in the program. They then carry its main features into the home situation.

Careful staff planning is an integral part of the behavior analysis daily schedule. Each day includes planning sessions, periods of formal

instruction, and special activity periods during which the children exchange their tokens for an activity they choose. Instruction and special activity periods alternate throughout the day, with the amount of time for instruction increasing as the amount of reinforcement required to sustain motivation decreases.

Evaluation of the model begins with an entry behavior inventory and diagnostic tests that determine where each child should begin a sequence of instruction and that also help to monitor his progress through the sequence. The curriculum materials used also provide for periodic testing and monitoring of achievement gains. Throughout the school year a computerized record-keeping system issues the teacher a weekly progress report on each child that also reports progress for the class as a whole.

Generally, implementation of the behavior analysis model proceeds in three phases. In the first, the sponsor supplies substantial advisory support and training in the procedures and techniques of the program. In the second, local leadership takes over and local staff training coordinators assume more and more of the training and support responsibility. Finally, only periodic consulting with the sponsor is needed.

CALIFORNIA PROCESS MODEL
California State Department of Education

This is the only Follow Through approach for which a state agency is the sponsor. As the name implies, the model is dynamic and follows no single curriculum approach. It is in fact a cooperative effort of the state department of education and six California school districts.

The approach is diagnostic-prescriptive; that is, the specific goals and objectives of each Follow Through community are determined by the Developmental Team in that community with the assistance of the sponsor. The local Developmental Teams include representatives from all elements of the Follow Through program including parents, teachers, aides, older students, representatives of the community, the sponsor, and funding agencies.

The instructional component of the California Process Model is derived from four processes carried out by the Developmental Team:

- Assessment of the strengths and needs of pupils, parents, teachers and others in the local community.
- Formation of goals and objectives to meet perceived strengths and needs.
- Planning and conducting learning experiences to implement these goals and objectives.
- Evaluation.

The curriculum is intended to supplement rather than supplant that of the district or county and should reflect the cultural environment of the children it serves. Development Team activity brings parents and teachers into direct contact in curriculum development. This is usually done during the summer and is followed by evaluation of the program during and following the school year. In the process teachers gain an appreciation of the real role parents can play and parents gain a sense of confidence and usefulness.

The Teaching Teams (teachers, aides and volunteers) are responsible for translating the curriculum created by the Developmental Teams into learning experiences for the children. In so doing, teachers and aides adhere to the diagnostic prescriptive pattern, applying a variety of techniques to individualize instruction and constantly assessing a child's learning style and progress. Standard tests, teacher-made tests, sponsor and district checklists, observations, and interviews with parents are a few of the means applied to diagnosing pupil progress. In some cases pupils plan and evaluate their own experiences.

Sponsor staff, district personnel, and ad hoc consultants conduct frequent inservice meetings with local staff during the year. The four elements of staff development employed by the model include pre- and inservice training, career advancement opportunity for paraprofessionals, providing means to use volunteers effectively, and orientation of non-Follow Through staff. A full time sponsor coordinator directs sponsor staff and coordinates state, local and federal participation. The sponsor also has consultants in the areas of curriculum development, training, and evaluation on a full time basis who visit participating districts monthly, and consultant specialists in school-community relations. Ad hoc consultants are employed by the sponsor to deal with special problems.

The Policy Advisory Committee, on which parents comprise the majority, elects officers, writes by-laws, and schedules regular meetings during which policy matters are discussed and decided upon. Parent community workers and teaching staff in each district recruit and schedule parent volunteer activity.

The model is still in process and will continue to be developmental insofar as it maintains its diagnostic-prescriptive focus. Within the framework provided by the Follow Through goals of maximum intellectual, physical, and social growth of the child and a meaningful partnership between community and school, the California Process Model supports as much variety between project districts as local participants deem necessary to meet assessed needs.

COGNITIVELY ORIENTED CURRICULUM MODEL
High/Scope Educational Research Foundation

The High/Scope Educational Research Foundation model represents a synthesis of research in preschool and early elementary education. The program recommends an "open framework" classroom that combines emphasis on active experience and involvement of the child; a systematic, consistent, and thoroughly planned approach to child development and instruction by the teacher; and continuous assessment of each child's level of development so that appropriate materials and activities can be provided. This approach is based on the conviction that telling and showing do not teach, but that active experience with real objects does.

This approach uses a cognitively oriented curriculum, which takes into account the very real difference between the way children "think" and the way adults do. The model's aim is to nurture in children the thinking skills they will need throughout their school years and adult lives, as well as the academic subject competencies traditionally taught in the early elementary grades. It emphasizes and is designed to support the process of learning rather than particular subject matter. It is central to High/Scope's program that learning should be active, that it occurs through the child's action on the environment and his resultant discoveries.

Each month one or more sponsor staff members spend up to a week at each project site. Field Consultants assist with issues relating to the instructional model: room arrangement, scheduling, teaching methods, planning, learning centers, and the like. Program Specialists deal with specific academic areas--math, science, social studies, and communication--and with the curriculum materials, both commercially developed and those prepared by the sponsor. Curriculum Developers and administrative personnel also travel to projects as often as is necessary and feasible.

High/Scope Foundation staff present three major training and planning workshops at the Foundation during the year--in the spring, summer, and winter. In the fall, they conduct individual workshops at each project, primarily for teaching staff. In addition, High/Scope Foundation operates laboratory classrooms to increase the scope and versatility of training and curriculum development activities.

Staff at projects include a project director, curriculum assistants, classroom staff, parent program staff, and home visitors. Each classroom has two teachers and an aide, or a single teacher with two aides, who operate as a teaching team. The instructional staff is supervised by and receives continuing inservice training and program monitoring from the local Curriculum Assistant (CA). The CAs therefore receive the most extensive training by Foundation staff. CAs bear prime responsibility for planning, demonstrating, and evaluating activities in the six to eight classrooms under their supervision and, in general, for ensuring smooth implementation of the High/Scope model at each field site.

The parent program and home visit staff vary according to local needs and objectives. Each local project essentially designs and implements its own parent program, with general guidelines and consultation from High/Scope Foundation staff.

The home teaching component of the program consists of planned visits to the home by classroom teachers or individuals hired specifically as home visitors. The child, a parent, and the home visitor work together during the visit, focusing on current and past activities at school and on supportive activities that may be carried out at home.

THE CULTURAL LINGUISTICS APPROACH
Center for Inner City Studies
Northeastern Illinois University

The Cultural Linguistic Approach is an oral language program designed to expand the existing communication skills of urban and rural children from culturally excluded backgrounds. The program recognizes that these children have competencies and language skills which are valuable and useful in the classroom, thus rejecting the notion that they are culturally deprived or disadvantaged. The rich cultural background and the oral capacity such children bring to school becomes the basis for the curriculum under this approach.

The model differs from other linguistic approaches in that it is concerned with expanding the existing language skills of a designated ethnic population. The primary language of the child's culture is fitted to the curriculum using the ethno-linguistic oral language technique fundamental to this approach. In language elicitation episodes, the children are encouraged to express their thoughts, concepts, and ideas in their own language. These episodes are taped and analyzed by the teacher, and the information is used to develop initial reading materials and to plan future lessons. All subject matter, including math and science, is introduced to pupils in language episodes that take advantage of the child's inherent oral capacity. Teacher-pupil developed materials that rise from the child's experiences are supplemented with books and stories reflecting the children's cultural heritage and life-style. Physical objects and materials from the community and the home abound in the classroom to support the central theme of building upon what the children already know and regard as familiar.

The Cultural Linguistic classroom is nongraded and multilevel; an age span of as much as three years may occur within a single classroom. A supportive emotional climate is fostered in which cooperation and sharing replace the competition and rivalry found in many traditional classrooms. The child's self-concept is the organizing principle of this approach, and every effort is made to encourage him to recognize himself as the most important element in what is occurring around him. The classroom is physically arranged in learning centers containing both self-teaching materials for self-directed learning and those requiring assistance from teachers and teacher aides. Wherever possible, such materials include culture-based items found in the home and community. Experience

and reading charts and group books developed from linguistic sessions and writing experiences are also included. Some time in each day is given over to independent learning to further the self-directed learning objective of the approach.

Staffing under this approach emphasizes teacher aides as active participants of the teaching team--that is, as aids not maids. Emphasis is also placed on making it possible for teacher aides to continue their own education. Typically, teacher aides conduct informal talk sessions with the students, work with small groups of children during reinforcement activities, play language games with them, tape stories children make up about objects, supervise listening sessions based on such tapes, note and record new vocabulary introduced by the children, and collect culture-based objects from the community. The teacher retains overall responsibility for selecting and directing these activities.

Another goal of this model is to intensify educational awareness and participation in the home and community, as well as in the school. Parents work directly with the school as volunteers, observers, and as paraprofessionals. Workshops and training sessions are conducted to give expression to parent leadership ability and aspirations. Parent Advisory Group and other local meetings are held to encourage parents to assume a more decisive role in their child's education, to educate parents as to their rights and the services available to themselves and their children, and to promote more effective school-community interaction. The cultural base of the approach calls upon parents to provide much of the material and information needed to keep the curriculum current and community oriented. The sponsor considers parent participation, or lack of it, a principle measure of the effectiveness and success of the approach.

Evaluation of this approach is ongoing and heavily stresses the appropriateness of specific techniques used in presenting material to be learned. Film, audio, and video tapes of teacher, teacher aide, and pupil behavior and performance are used to monitor and diagnose model implementation. Sponsor-provided consultants and classroom observers offer training and guidance to teachers and teacher aides in implementing the approach, taking into account that it is based on direct as well as sponsor-provided experience. They also assist the teacher in assessing pupil mastery of specific skills to guide continuing program development.

CULTURALLY DEMOCRATIC LEARNING ENVIRONMENTS
University of California

The aim of this model is to develop an educational environment which is responsive to the learning, incentive-motivational, human-relational and preferred communication styles of the children it serves, whatever their culture. The model attempts to systematically create and maintain a classroom atmosphere, curriculum design, and teaching and assessment strategies which reflect these styles. The model has focussed upon the learning styles of Mexican-American children, while assuring that its strategies are easily adaptable to the styles of other cultures as well. Moreover, research in cognitive styles has led to development of materials and strategies for individual children and small groups. The philosophy upon which this model is based, that of cultural democracy, emphasizes the importance of sensitivity to individual differences. It emphasizes the importance of making it possible for children to be bicultural or bicognitive, to function effectively in two cultural domains.

The curriculum materials are carefully prepared for bilingual presentation and to assure cultural relevance. Bicultural (Mexican, Mexican-American, and U.S.) heritage materials are used to review concepts in math and science. These materials are designed to enhance the self-image of the Mexican-American child, to help non-Mexican-American children appreciate the contributions which Hispanic cultures have made to the development of the United States, and to promote intercultural understanding between Mexican-American and non-Mexican-American children and parents. The language curriculum helps all children in the Follow Through classrooms develop fluency and confidence in self-expression in both English and Spanish. In addition to programs for teaching English as a Second Language and Spanish as a Second Language, the sponsor staff has developed a Reading in Spanish curriculum. Montessori multisensory approaches also have been adapted for the curriculum.

Performance objectives defining which concepts are to be mastered, the manner in which mastery is to be demonstrated, and the date by which such mastery is expected are specified for all areas of the curriculum. Weekly projections written by the sponsor staff provide teachers with suggestions for meeting performance objectives. Especially noteworthy in this model are the performance objectives written for teachers, parents, parent group leaders, and other participants in the model. These are

clear, specific, and measurable goals defining expected progress in such areas as parent participation and awareness, teacher competence in applying specific strategies, number of visits to homes by parent group leaders, and the like.

Teachers receive regular training in bilingual curriculum presentation, in writing and modifying curriculum materials, and in evaluation techniques and the uses of test results. Teachers are also trained in the language and the culture of the Mexican-American community. Training workshops and inservice training for both teachers and parents are held frequently. Reading Institutes in which parents are taught how to assist in carrying out a prescriptive program developed especially for their child are but one example. Sponsor developed techniques and materials are demonstrated by teacher supervisors on site. One method used by the supervisors for teacher training is the "Bug-in-the-Ear," a device which allows the supervisor to transmit brief instructions, suggestions, or reinforcement to teachers while the instruction is in progress.

Parent Group Leaders are employed to obtain participation of parents in all aspects of the program, not only in the PAC and as aides and volunteers in the classrooms, but as teachers in the home, in special programs in school, and in teacher training programs. Instructional materials are prepared by the sponsor staff and distributed to the parents. These are designed to assist parents in teaching their children at home. Parents are also provided with materials explaining the Follow Through program and the services and availability of community resources.

The assessment staff of the sponsor evaluates all aspects of the model to determine the extent to which individual participants are meeting the performance objectives. The staff has developed "Spot Tests" and "Interval Tests" to determine the concept development of Follow Through children, as well as fluency instruments to evaluate language facility in English and Spanish. Using the results of these evaluations, children who are not meeting specific performance objectives are identified and placed into "Target Groups" for review and special assistance; the model also uses some standardized test instruments. Evaluation and training of teachers are complementary aspects of the continuing effort to improve implementation and effectiveness of the model.

EDC OPEN EDUCATION PROGRAM
Educational Development Center

The EDC Follow Through approach is a program for helping communities generate the resources to implement open education. It is not specifically a program in compensatory education because it is based on principles EDC considers relevant for the education of all children. The approach is derived in part from ideas and practices evolved over many years in British infant and primary schools. It also draws heavily on knowledge of child development gained during the last 50 years and on EDC experience in curriculum and school reform. EDC believes that learning is facilitated by a child's active participation in the learning process, that it takes place best in a setting where there is a range of materials and problems to investigate, and that children learn in many different ways and thus should be provided with many different opportunities and experiences. In other words, the ability to learn depends in part on the chances to learn provided by the educational setting.

The classrooms are "open," and the children usually choose their activities, drawing on a great variety of materials in the room. The room is often divided into several interest areas for activities in making things, science, social studies, reading, math, art, and music. Small groups of children use any or all of these interest areas during the day. In addition, traditional subjects may be combined with any one interest area. Whether or not interest areas are physically set out, the open classroom is characterized by an interaction of subject matter and by purposeful mobility and choice of activities on the part of the children.

The child's experience is one of the starting points for teaching in an open classroom; the teacher's input is another. The role of the teacher is an active one. Teachers lead children to extend their own projects, through thoughtful responses and suggestions. The classroom is carefully supplied with materials that are likely to deepen children's involvement. The teacher occasionally works with the entire class but more often with a small group or an individual child. Aides and other adults also participate in teaching roles.

Traditional academic skills are important in the open classroom and children have many opportunities to develop them in flexible, self-directed ways that allow learning to become a part of their life style outside as well as in the classroom. EDC believes that if children are going to

live fully in the modern world, the schools must embrace objectives that go far beyond literacy training, the dissemination of information, and the acquisition of concepts. This approach is concerned with children's growth in problem-solving skills, their ability to express themselves both creatively and functionally, their social and emotional development, and their ability to take responsibility for their own learning. Accumulated experience in early childhood education in this country and overseas suggests that these larger aims must be taken seriously from the very outset of formal schooling, and that the environment that provides for them also provides a sure foundation for academic learning.

An EDC advisory team makes monthly visits to the community to assist the schools in making the changes needed to develop open education. EDC policy is to work in places with individuals who are ready for change, who have a sense of the directions in which they want to move, and who need and request advisory help.

The advisory team does not attempt to impose specific ideas or methods but tries to extend what individuals are capable of doing. The team helps by suggesting appropriate next steps and provides continuing support to teachers and aides. It conducts workshops for teachers, aides, parents, and administrators; works with teachers and aides in the classroom; provides appropriate books and materials; helps teachers and aides develop their own instructional equipment; and assists school administrators with problems related to classroom change.

EDC is convinced of the important role parents can play in the education of their children. Parents have a right and a responsibility to be involved in all decisions affecting their children. In addition, the teacher's effectiveness is greatly increased by his knowledge of a child's life outside of school. The EDC advisory team helps teachers, aides, and administrators work with parents to make them better informed about the open education program, to use parents as an important resource for knowledge about the children, and to involve parents in decisions concerning the education of their children.

FLORIDA PARENT EDUCATION MODEL
University of Florida

As the name of this model implies, its primary focus rests on educating parents to participate directly in the education of their children and motivating them to build a home environment that furthers better performance on the part of the child both in school and in life. Basic to the model is recognition of the fact that parents are a key factor in the emotional and intellectual growth of their children and that they are uniquely qualified to guide and participate in their children's education.

The Florida model is designed to work directly in the home. It is not classroom oriented in the traditional sense of having a preset curriculum or prescribed teaching strategies. It is developmental in its approach, changing classroom organization, teaching patterns, and the curriculum as needed to integrate learning activity in the school with that in the home. Learning tasks are developed that allow the home and the school to work as instructional partners. Thus, responsibility for curriculum development resides in the community, and the curriculum is the product of parent and school staff cooperation.

Paraprofessionals play an especially significant role in this model, working in the home and in the classroom. Mothers of project children are trained as both teacher auxiliaries and as educators of other parents and are assigned two to a classroom. They work half-time assisting the teacher and the rest of the time making home visits, demonstrating and teaching other mothers learning tasks developed to increase the child's intellectual competence and personal and social development. While in the home the parent educator also actively solicits ideas from the parents and information on which strategies are working.

In addition to her instructional role, the parent educator acts as liaison between the project overall and the home, serving as a referral agent for medical, dental, psychological, or social services. She informs the parents about Policy Advisory Committee meetings and other school/community functions in which they should become involved. Her experience with the children in the classroom setting as a teaching assistant enables her to keep individual parents up to date on their child's specific needs. This highly active role of the paraprofessional is crucial to the operation of the Florida model.

The teacher supervises the classroom activity of the parent educator and assists her in planning and carrying out her assignments in the home. Conversely, the teacher modifies her own activity on the basis of knowledge obtained from the parent educator's reports on the home. Parents are invited into the classroom not as passive observers but to participate actively in the instruction. Through such persistent contact the teacher learns and grows along with the parent and obtains a sound basis from which to guide preparation of learning tasks.

Recognizing the role of the Policy Advisory Committee is basic to the program. Each school develops a "mini-PAC" that participates in the activity of the larger Follow Through PAC. The larger PAC group is involved in staff selection, budgets, working with project professionals on development of home learning tasks, and in strengthening all components of the program.

Both preservice and inservice training are provided by the sponsor in implementing the model. A workshop at the University of Florida trains a cadre of teachers and parent educators along with such other key personnel as Follow Through representatives, principals, and PAC chairmen. People attending this workshop, in turn, conduct workshops at the project site. Video tapes made in the classroom and in the home guide the sponsor in addressing problems pertinent to model implementation and development. Projects also provide the sponsor with copies of their home-learning tasks, weekly observation reports, and replies to attitude questionnaires. All such information is collected subject to review and approval by the PAC. The flow of information among the sponsor, the local education agency, and the parent community reflects the team partnership emphasis of the model and gives the education of individual children its direction and shape.

HAMPTON INSTITUTE NONGRADED MODEL
Hampton Institute, Hampton, Virginia

The Hampton Institute approach offers a continuous primary school cycle that emphasizes heterogeneous multi-age grouping, and individualizing the curriculum in a nongraded setting. In this sponsor's view, planning and decision making on the part of the teacher is especially important since tailoring teaching strategy to the learning style of individual children is a constant challenge. The nongraded classroom is only as good as the activity that takes place in it, and persistent attention to planning and decision making is needed to keep such classrooms from sliding back into graded class patterns. The instruction and guidance offered Follow Through participants at the Hampton Institute Nongraded Laboratory School by the demonstration school staff is intended to prevent this from happening.

The principal objective of the model is to guide teachers and administrators toward greater competence and greater understanding of the unique needs of disadvantaged pupils. The Hampton Institute Nongraded Model provides the techniques and training for taking advantage of the open classroom atmosphere. Characteristically, the nongraded classroom employs a variety of materials and texts for learning, focuses heavily on self-directed activities among students, and emphasizes skill development for individual pupils. Diagnosis and prescription are an every day function, and teachers are provided with and taught to use the Hampton Institute Nongraded Skills Development Profile for this purpose.

In addition to the director, associate director, a full time curriculum specialist, and a program consultant, the model staff includes demonstration teachers who assume the major role of working with Follow Through teachers in implementing the nongraded concept. They present demonstration lessons in Follow Through classrooms, develop and distribute instructional materials, assess teacher growth and progress, introduce and evaluate new materials, direct workshops for teachers and aides, and develop research strategies for using evaluation data. Summer Training Workshops on the Nongraded Approach to Curriculum for the Disadvantaged for teachers, implementors, and administrators are held at Hampton Institute and on-site. During the workshops instruction is focused upon planning, building self-concept among pupils, and personalization of instruction in each curriculum area. Participants are introduced to nongraded implementation in practicum experiences with educationally disadvantaged pupils.

The Institute's Nongraded Skills Sheets are used by teachers to diagnose the needs of the individual learner and prescribe a program. The timing and pacing of the program are determined by this assessment and the decisions of the teacher. The Skills Booklet includes word recognition skills, skills in comprehension and interpretation, language arts, mathematics, and skills required in specific content areas. Teachers are encouraged to go beyond the diagnostic tools and to develop skills sheets of their own.

In the Hampton Institute model, the teacher is the manager of the classroom, planning and making decisions with children, scheduling to meet emerging demands, selecting content to correct specific skill deficiencies, and grouping and regrouping pupils on the basis of needs and interests. Teaching assistants and clerical aides provide the teacher with the time to do the planning for individualization. Instructional plans carry out the personal style of the teacher; in this model her individuality is respected and turned to advantage, as is that of the pupils. The availability of many choices, flexibility of scheduling, flexibility of grouping, and individual movement essential to the objectives of the model make training teachers in effective planning and classroom management the focal point of the Hampton Institute approach.

In some projects Hampton Institute shares sponsorship with a parent and community oriented Follow Through approach.

HOME-SCHOOL PARTNERSHIP: A MOTIVATIONAL APPROACH
Clark College

A parent aide program, an adult education program, and a cultural and extra-curricular program are the principal elements of this model. The model aims to change early childhood education by changing parent, teacher, administrator, and child attitudes toward their roles in the education process. It is believed this can be done by motivating the home and school to work as equal partners in creating an environment that supports and encourages learning.

Parent involvement is considered instrumental in determining the child's success. Motivation to learn is enhanced by expanding the experience of parent and child together. The assumption is that a school in which parents participate both as learners and policy makers will be a school in which the child views learning as desirable and nonthreatening.

In the parent aide program, teacher aides recruited from among the parents of Follow Through children have teaching responsibilities in the home as well as in the classroom. They maintain continuous contact between the two, guiding parents in instructing their children and assisting teachers in delivering the curriculum. Other parents are recruited to act as social service aides and parent interviewers. They interview parents in the home to obtain their views regarding the effectiveness of the program and to check on the general physical welfare of the children. When health or other social services are needed, the parent interviewer assists in obtaining them. The interviews also provide useful evaluative data.

Teaching aides and parent interviewers are both active members of the local Parent Advisory Council. Meetings and planning and evaluation sessions involving aides, parents, teachers, and other project staff are scheduled regularly throughout the school year.

The adult education component of this model offers parents special tutorial services and individualized training at the basic literacy, elementary school, and high school levels of attainment. The goal of the program is to give parents educational opportunities along with certification and skills needed to obtain employment. The program also provides children with compelling evidence that education is important.

The model specifies development of job placement services as an important adjunct of the adult education component.

The cultural and extra-curricular program focuses on activities which parents and children can participate in together. Cultural exhibits, concerts, and field trips within and outside the community typify the kind of activities in which the whole family is encouraged to become involved. Extra-curricular classes in such subjects as music, art, dancing, and homemaking enroll both parents and children, in keeping with the emphasis in this model on learning and doing together. All decisions on expenditures for this component are made by the parents in the Policy Advisory Council, and the use of local community resources to further this program is emphasized.

The sponsor assistance to the local project includes a full-time Program Developer who coordinates and conducts training sessions for community participants. The adult education and cultural and extra-curricular components are coordinated by an Education Extension Director.

INDIVIDUALIZED EARLY LEARNING PROGRAM
Learning Research and Development Center
University of Pittsburgh

The LRDC model is a highly programmatic approach that capitalizes on the Center's past and continuing basic and applied educational research capability. Many elements of the Follow Through model have been pretested in the Center's prototype experimental schools. A planned learning environment and individualized instruction are keystones of the approach.

For three classes of development identified for the model--orienting/attending, perceptual/motor, and conceptual-linguistic--formal curriculum sequences have been developed. These sequences are based on research in which the range of learning objectives were first identified and then a hierarchy of objectives was established by component task analysis that determined which tasks or behaviors were prerequisite to the accomplishment of others. The teaching sequence of this curriculum derives from constraints inherent in the subject matter, and substantial investment in validating both dependencies and independencies among objectives is made. A test for each objective in the sequence of teaching confirms that prerequisite skills have been acquired. Thus the curriculum specifies skills the student needs to enter the curriculum at any point and obviates wasting time on skills he already has. A special effort is made to help the child develop the self-management skills complementary to such a curriculum. An exploratory program under development provides opportunities for the child to apply and extend his skills and concepts in a relatively informal and open-ended environment.

A formalized and individualized teacher training model is also part of this approach. It is administered by LRDC Field Service Program staff who provide direct training and consultation services and also coordinate all other Follow Through related services in participating districts. The sponsor concentrates however on training local supervisors, called Educational Specialists, who do most of the training and consulting at the local level. Assisted by LRDC staff, the Educational Specialists, following the same systematic approach used in the classroom, teaches teachers such skills as tutoring, testing, leading small-group interactions, diagnosing childrens' needs from classroom observation, and the like. In a special teacher training approach, trainee teachers learn good

teaching behavior patterns by watching good and bad examples on video tape and slides, and making judgments about them. They are then able to apply these judgments to their own work with children. The training needs of individual Follow Through sites are determined by systematic diagnosis of the degree of implementation achieved. "Model classrooms" using the LRDC approach are also being established for training Educational Specialists and teachers.

The three-phase Parent Involvement Program of this model includes short-term training programs aimed at teaching parents how to reinforce learning and how to use commercially made and homemade teaching materials. More parent support in both the cognitive and affective development of their children is the overall goal. The first phase of parent training includes familiarization with the model, its objectives, and materials used in the classroom; the second phase involves parents in supervised practice and training in the classroom; and the third phase follows up with group meetings and seminars. Parents are also encouraged to make full use of toy-game/book libraries available in the schools.

The instructional team in each LRDC classroom includes one full-time teacher and aide; for every six such instructional teams, the model prescribes the services of a full-time Educational Specialist to train and supervise. A full-time project director is responsible for overall operation of the model at the site. Until self-sufficiency is attained, a high level of professional support is maintained in the LRDC model.

INTERDEPENDENT LEARNING MODEL

The Interdependent Learning Model (ILM) is a transactional approach to education that focuses on the learner as an individual and on the social interactional context within which learning occurs. It contains elements of both the open classroom and individualized program approaches, but is distinguished by its strong focus on small group interaction as the basic structure out of which learning emerges. This derives from the conviction that a child gains most of his knowledge from interaction within his family and with his peers rather than while sitting at a desk. If education is truly preparation for life, the theory goes, it needs to be more life-like in its structure.

ILM, for example, advocates an emergent approach to language development in which communication rather than language per se is stressed. A child develops language proficiency by being presented with situations of increasing complexity that motivate him to express himself verbally. Language emerges from situations rather than being prescribed. Games and game-like activities play a major role in bringing this about.

Games are a central feature of the ILM model, often being used in combination with certain aspects of programmed instruction to achieve instructional and social objectives. Since the focus is on "learning to learn," curriculum content is not specific, although suggested games dealing with specific content areas, such as language, are being developed. In introducing new games the teacher typically follows a strategy of teaching from within; she demonstrates how to play by actually playing the game with a group, verbalizing what is being done and why and serving as a model rather than actually teaching; ultimately she transfers much of the control to the game rules, encouraging the children to direct their own learning.

The advantages seen in games further defines the philosophy of this approach. They can be played by individuals with different levels of competence, with the more advanced helping the others. They provide feedback to the child both by way of the game materials themselves and from the other participants; the child monitors the "correctness" of his own response as well as that of others. Games can approximate events in "real life" minus the risk factor. Starting with the benefit of game rules,

groups can be quickly formed and sustained with minimal adult direction. Thus, children can be led to assume increasing responsibility for making choices and managing their own behavior.

The small group approach is considered just as appropriate for developing the teaching role as the learning role in this model. The adults in the classroom are considered to be a team participating equally in decision-making and teaching functions. They are expected to meet with other teams to pool ideas, share materials, and provide mutual support. The team implements the model gradually, introducing changes in the classroom only as the team becomes relatively comfortable with them.

Joint participation between sponsor and the local project governs model implementation overall. The sponsor helps the local site develop its program according to its own needs and objectives through a coordinator serving as chief liaison between the site and the sponsor's staff. In training sessions, local staff work as apprentices to sponsor consultants at the beginning of workshops and take over training sessions by the end of the training period. As part of the training, local staff also design preservice workshops for their own sites. Responsibility for training and implementation is steadily delegated to local staff until the model finally functions autonomously.

ILM considers parents an integral part of the educational teams and urges schools to invite them into the classroom to play a real role in the educational process and to participate in model improvement. The game approach allows parents to play leadership roles in the classroom, even though their own formal education may be limited. Parents unable to participate directly in the classroom are encouraged through workshops and home visits to learn the instructional games their children are playing and to play the games with them at home.

LANGUAGE DEVELOPMENT (BILINGUAL) APPROACH
Southwest Educational Development Laboratory (SEDL)

The Southwest Educational Development Laboratory (SEDL) model is a bilingual approach first developed for classrooms in which 75 percent of the pupils are Spanish-speaking, but it can be adapted by local school staffs for other population mixes. In all cases the model emphasizes language as the main tool for dealing with environment, expressing feelings, and acquiring skills, including nonlinguistic skills. Pride in cultural background, facility and literacy in both the native language and English, and a high frequency of "success" experiences are all central objectives.

The theory applied by the model is that concepts first learned in the dominant language can easily be transferred later to a second language. Step-by-step sequenced procedures are followed in teaching language patterns, and both teaching techniques and materials are designed to develop a hierarchy of thinking processes, specific terminology, and symbols. Drills, games, and exercises are used to overcome individual linguistic problems.

Focusing on content in teaching language, all classroom activities reinforce language development. The Kindergarten program concentrates on the following skill areas: visual, auditory, motor, thinking and reasoning, discovering and exploring, and English language structures. Oral communication precedes reading and writing in the First and Second Grades. The responsibility for instruction is on the teacher rather than on specified texts. The Third Grade component of the model serves as a transition, guiding the teacher to adapt standard curricula to the unique needs of the bilingual children, thus preparing them to function effectively in a traditional Fourth Grade.

The model stresses a high degree of adult-child contact. Teachers and aides are constant language models, assuring the child he can succeed and reinforcing him with recognition and praise. Kindergarten classes are usually divided into three or four groups, with the teacher and aide working with one group while the other groups work independently. All groups cover the same material, but those progressing more rapidly are given expanded materials. In the First and Second Grade classes, the teacher presents a lesson to the whole group with visual aids and books, and then the children work in small groups or as individuals with enrichment materials based on the lesson.

Optimal staffing includes a bilingual teacher skilled in the methodology of second-language teaching and a bilingual aide in each classroom. Staff development coordination and evaluation activities are also required of local project staff. Staff development aimed at continuous professional development of district teachers and administrators is a supporting component of the model. Summer training workshops for local Staff Development Coordinators result in ongoing training and assistance at the project site. SEDL has designed a series of training modules that include manuals, video tapes, and filmstrips to help teachers implement curriculum materials in a way consistent with the cultural and linguistic needs of the child.

The model seeks to accelerate the child's success at school by encouraging a positive expectation of achievement in the parent, and parents are invited to take part in classroom activities. Parent involvement is regarded as essential, and special materials are available for the parent to use at home to reinforce the child's Kindergarten experience.

During the past three years, the model has been modified and improved on the basis of pupil progress reports, teacher feedback, and other formative evaluation data.

MATHEMAGENIC ACTIVITIES PROGRAM (MAP)
University of Georgia

The MAP model emphasizes a scientific approach to learning based on teaching the child to make a coherent interpretation of reality. It adheres to the Piagetian perspective that cognitive and affective development are products of interactions between the child and the environment. It is not sufficient that the child merely copy his environment; he must be allowed to make his own interpretations in terms of his own level of development.

An activity-based curriculum is essential to this model since it postulates active manipulation and interaction with the environment as the basis for learning. Individual and group tasks are structured to allow each child to involve himself in them at physical and social as well as intellectual levels of his being. Concrete materials are presented in a manner that permits him to experiment and discover problem solutions in a variety of ways. The sponsor contends true learning cannot occur when tasks that exceed a child's level of development are forced on him. On the other hand, a child is attracted and challenged to learn by tasks representing the next step beyond his current experience and knowledge level. Both teaching techniques and curriculum materials emphasize sequential arrangement of tasks in small steps to create a stimulating discrepancy or "mismatch."

Thus, the mathemagenic classroom stresses learning by doing as well as individual initiative and decision-making on the part of the child. An attempt is made to maintain a careful balance between highly structured and relatively unstructured learning situations and between the level of conceptual material and the capability of individual children; small group instruction by teacher and aides is emphasized but with specific provisions for individual activity. This results in a great variety in the media employed, the activities available to the child, and in the social situations the child encounters.

The classroom is arranged to allow several groups of children to be engaged simultaneously in similar or different activities. Teachers' manuals including both recommended teaching procedure and detailed lesson plans for eight curriculum areas (K-3) are provided in the model. Learning materials also include educational games children can use without supervision in small groups or by themselves. Art, music, and physical education are considered mathemagenic activities of equal importance to

language, mathematics, science, and social studies. Feelings of self-confidence and motivation to learn are viewed as natural consequences of the mathemagenic approach to learning.

Sponsor assistance to projects includes assignment of curriculum specialists to spend some time each month in continuous inservice teacher-aide training and a Project Advisor to coordinate the model with the other aspects of the Follow Through project, such as the Policy Advisory Committee, supporting services, and home-school activities. Preservice workshops are held during which teachers and teacher-aides gain experience using the curriculum materials and learn how to implement MAP principles. Second-year teachers and aides are expected to assume leadership roles in these training workshops, and parents and the Policy Advisory Committee are invited to all sessions. Parents and Follow Through staff work together during the year in the overall efforts in home-school coordination and in encouraging the local community to participate in the program.

Evaluation is a continual process. Project staff participate jointly in evaluating the effectiveness of various aspects of the program and in recommending improvements. Evaluative information is used in program development and for specifying, in observable terms, important dimensions of the program.

THE NEW SCHOOL APPROACH TO FOLLOW THROUGH
New School of Behavioral Studies in Education
University of North Dakota

The New School model is process oriented and takes its shape from the established experience and programs of this experimental college within a university. The New School has established formal cooperative relationships with over 40 communities--apart from its Follow Through involvement--in which its teaching interns and faculty attempt to implement the New School philosophy. In Follow Through projects, teachers are also implementing the New School approach.

The approach is not so concerned with instructional content as the processes by which content is taught and the conditions under which children learn. The goal of the approach is to create classrooms in which children continue to wonder and imagine; are open and honest and respectful of themselves, adults, and other children; are intensely involved and led by their natural curiosity to concern and commitment; initiate activities and take responsibility for their own learning; and are willing to face uncertainty and change with confidence. Classrooms responsive to these dicta are each likely to develop their own unique character.

The model postulates the classroom as the unit of treatment and sponsor efforts focus on the teacher as the key to creating the kind of learning environment the approach strives to achieve. On the other hand, the approach recognizes the limits of professionalism and the need to apply other human resources that exist in every school community in the classroom as well. Opening the school to increased and direct parental and community participation is fundamental to the approach. Such participation is easiest to implement in classrooms in which individualized and personalized instruction is taking place.

Apart from the unique character each classroom should develop following this approach, there are certain characteristics typifying the New School classroom which it considers important. Among them are: an atmosphere of mutual trust between children and adults; teachers who guide and advise and view themselves as active learners; wide range and diversity of learning materials available, with little replication; play functioning as an active learning principle; a fluid schedule in which beginning and ending points of learning experiences are natural and free

of the clock; parents present and participating at a high level, sharing in learning; children learning from one another and cooperatively in conversation; older children assisting younger children; outside interests integrated into the curriculum; and free and unobstructed movement between learning center subject matter areas. The approach acknowledges the need to provide basic curricular skills, but contends an environment responding to individual needs and learning rates is the most effective means for doing so.

Summer workshops for Follow Through teachers, aides, administrators and parents are held during which all participants are introduced to the model and share the experience of teaching interns who have just spent a year or more creating open classrooms. Other workshops in the community, monthly visits by New School resource personnel, exchange visits between teachers in Follow Through and other New School classrooms, and special workshops and organizational meetings to involve parents directly are typical of the sponsor assistance provided.

Every effort is made to evaluate the New School program in light of the educational goals established in each community. The model directs much of the evaluation effort to assisting teachers, parents, aides, and administrators in developing evaluation mechanisms that will be useful to them. Interviews with children, teachers, and parents as well as classroom observations are conducted by the New School to evaluate the extent to which a positive learning environment is being achieved in the classrooms.

THE PARENT SUPPORTED APPLICATION OF THE BEHAVIOR
ORIENTED PRESCRIPTIVE TEACHING APPROACH

Georgia State University

A fundamental principle of the BOPTA model is that parents and school personnel can, and want to, increase their ability to help their children learn. Also, parents and school personnel together can be more effective than either can alone. The sponsor's goal is to assist both school and home to develop better child helping skills and ways to implement these skills cooperatively and systematically. These child helping skills are derived from careful study of child development, learning, and instructional theory, research, and practice. The approach is systematically eclectic and features both diagnostic sequential instruction and child-initiated discovery learning.

Learning opportunities for children are developed by the community in cooperation with the sponsor. These activities are designed to help children attain specific behavioral objectives in the areas of (1) intrapersonal skills (such as self-concept); (2) interpersonal skills (such as using others as sources of information); (3) sensory-perceptual-motor skills (such as eye-hand coordination); and (4) cognitive skills (such as solving problems). The corps of trained Home Visitors develops most of the tutorial learning activities used by parents for one-to-one instruction. The Home Visitors instruct parents in the use of these activities. Teachers and teaching assistants design small group learning activities for use in the classroom. The focus on the "how to" of learning is maintained across all activities and objectives. These learning activities help instruct children in problem solving and learning-to-learn skills. Insofar as possible, these community derived units of learning activities are written in a game format and sequenced in order of complexity. In developing activities, care is taken to assure that optional levels of difficulty (concrete, representational, and symbolic) are available to take into account differences in experience and variation in learning rates. Tutorial activities developed for home use are designed to sustain and reinforce the goals of classroom activities, but do not copy them. Pretests help determine when and at what level each child starts each unit and posttests help determine the degree of success.

Self-evaluation supplants grades for children and is considered to be an integral and crucial part of the system for improving learning opportunities for children. Self-evaluation is continuous and governs learning activity design, inservice training, and all other aspects of the program. All participants in the program evaluate and are evaluated.

Data gathering forms range from daily logs to classroom observation ratings. Instruments and their uses, are described in the Self-Evaluation Manual. The self-evaluation process provides for a continual needs assessment at all levels of the program and guides program change and improvement. In addition to the diagnostic-prescriptive evaluation procedures, the sponsor is conducting a five-year summative evaluation of the model as it is implemented in each local community.

The local staff is divided among three functional components: Home Instruction, Classroom Instruction, and Family Services. The Home Instruction Component includes a coordinator, paraprofessional assistants, and Home Visitors. The Classroom Instruction Component includes coordinators, teachers, teaching assistants, and principals. The Family Services Component includes a coordinator, social worker, psychologist, medical specialist, parent educator, and paraprofessional assistants. The Family Services Component ties together, and gives focus to, the resources of the community available for dealing with the health, dental, nutritional, social, and psychological needs of Follow Through children and families.

A manual on Skill Objectives for Children is provided by the sponsor to guide the project community in establishing desired behavioral outcomes. The Learning Activities Manual describes the process used to develop basic units of learning activities to meet specified objectives. The Home Instruction Manual provides basic information concerning the processes used by Home Visitors to help parents become more effective as parents and teachers of their children. The Classroom Instruction Manual describes the philosophy and design of a diagnostic-prescriptive-individualized learning setting advocated within the sponsor's framework. The Family Services Manual contains an outline for the provision of comprehensive preventive and remedial services.

Timely summaries of self-evaluation data provide a firm and current basis for planning and training activities. The sponsor provides manuals, training modules, formative and summative data, preservice workshops, and inservice consultation for participants in all three components of the program. Consultation and training are based on assessed need and demand.

RESPONSIVE EDUCATIONAL PROGRAM

Far West Laboratory for Educational Research and Development

Learning activities that are self-rewarding (autotelic) and an environment structured to be responsive to the individual child's needs, culture, and interests are the main principles in this model. The autotelic principle states that the best way for a child to learn is for him to be in an environment in which he can try things out, risk, guess, ask questions, and make discoveries without serious psychological consequences. Autotelic activities include tasks and games that help the child develop a skill, learn a concept, or acquire an attitude that can be usefully applied in some other endeavor.

This sponsor believes that rewards are intrinsic within an activity and that the child gets feedback from physical materials as well as human interactions. Thus, he need not depend solely on the authority of the teacher for rewards, punishments, or feedback. The child becomes self-directed and develops inner controls.

The goals of the model are for the child to make interrelated discoveries about his physical and social world and to develop a healthy self-concept. A healthy self-concept allows the child to accept himself and his culture, to make realistic estimates of his own abilities and limitations, and to have confidence in his own capacity to succeed. Such a child is willing to take risks, learns from his mistakes, and feels safe in expressing his feelings. He learns to apply all his resources--emotional, physical and intellectual--to the process of solving problems within his environment.

In the Responsive Model classroom the child is free to explore within a carefully controlled environment containing learning centers and a variety of games and activities. There is freedom to choose activities within already established limits. What he chooses to do is more likely to become important to him, to stimulate affective involvement, and to pose real problems. The child searches for solutions to problems in his own way, using a variety of resources, both physical and human. The teachers guide his discovery of solutions. The child finds out if his solutions work. Solutions he discovers often fit together and lead to other discoveries. The child's reward is what he gains from the entire experience.

Learning sequences have been developed for the model, but each child may work at his own pace. There are no constraints to master given lesson content by a given time. It is assumed in the model that no single theory of learning can account for all the ways in which children learn. What is considered essential is that a variety of educational alternatives be available to build on whatever background, cultural influence, or life style the child brings to school.

The sponsor of this model trains a person from the local community to act as Program Advisor. The Program Advisor conducts inservice training for all staff and parent groups and is responsible for carrying the model's program into the classroom. One aspect of the training includes developing career-directed jobs for parents as teacher assistants, typing booth attendants, and the like. The training program is the first concern in evaluating the model overall. An attempt is made to determine how effective the training program is in producing the changes in teacher behavior required to implement the model and whether the changed behavior indeed affects the growth of children toward the self-concept and intellectual objectives of the program.

Since the approach taken by the Responsive Model places equal responsibility for the child's education on the home, particularly heavy emphasis is placed on parent involvement. Parents are offered training during which they are familiarized with the program and trained to pursue its objectives in the home. A game and toy library is available for parent use, and it includes filmstrips and audio tapes that demonstrate how the toys and games should be used. The sponsor also offers a course to teacher-librarians so they can further assist parents in the application of program materials.

In addition to the parents trained specifically for employment in the project, parents in general are invited to participate in classroom activity on a volunteer basis. This gives them the opportunity to become aware of the kinds of adult-child interactions that contribute to the child's success in school and to become familiar with the principles and the activities of the program. The purpose of the carefully planned parent involvement demonstrated by this model is to train parents for the leadership and policy-making roles the sponsor feels they should assume in the education of their children.

RESPONSIVE ENVIRONMENTS CORPORATION EARLY CHILDHOOD MODEL
Responsive Environments Corporation

REC is a profit making corporation whose Follow Through approach is built around the educational hardware and software support systems it manufactures and markets and around the responsive environment concept these systems serve.

The responsive environment concept is based on the following premises:

- Child development in all domains is related to the quality of the environment and the nature of the child's interactions with it.
- The environment must be designed to meet the needs of individual children.
- Active interaction with the environment produces more growth than passive participation.
- Intrinsically motivated activity is more effective than extrinsic reinforcement in developing long range patterns of exploration and discovery.

In application, the approach borrows from the theories of Piaget, from traditions of programmed instruction, and from the "open classroom" approach of the British Infant Schools.

Included in the automated equipment employed in the model are the Talking Typewriter, the Talking Page, and the Voice Mirror, along with related software programs. The Talking Typewriter is a computer-based multisensory learning system consisting of a typewriter keyboard, audio systems providing verbal information, and visual systems which present pictorial and written material. Its purpose is to provide comprehensive instruction in reading skills, especially code-cracking skills.

The sponsor also makes available a number of nonautomated instructional packages including books and a series of skills labs complete with teaching guides and all the necessary equipment. An example is the "Early Number Multi-Group Lab" which provides materials that permit the pupil to learn mathematical ideas by concrete analogy and manipulation of real objects.

The advantages claimed for the support systems approach embodied in the REC model are that the learner can explore freely, can obtain immediate feedback, can pace himself, and can apply his own capacity to discover relationships, and also that the prepackaged systems free the teacher to expend more energy on meaningful interaction with individual pupils.

In the REC classroom the interrelated support systems are organized and presented to the child in a balanced fashion that includes many types of activities and ample time for free choice and exploration. Structured and unstructured child-directed and teacher-directed activities are made available in a non-graded heterogeneous group setting. The technology and materials available are open-ended and can be used in increasingly complex ways as proficiency grows, including ways the teacher herself may program.

In addition to the project teacher, staff includes one paraprofessional aide used as much as possible in one-to-one small group instruction, a paraprofessional attendant for each two Talking Typewriters, and a paraprofessional for each 8 to 12 Talking Page devices. Normally the Language Arts Center in which the Talking Typewriters are housed is shared by several classrooms.

Workshops, on-site training, and consultation provide the background teachers need to make effective use of the systems and packaged materials. REC emphasizes establishing an ongoing staff development program on-site. The sponsor feels it is equally as important to meet the needs of the teacher as those of the child if the approach is to work and consequently expects a certain amount of variability to occur between projects within the responsive environment framework.

Through parent workshops and materials taken home by the children, input is made into the home environment. Parents are shown how to reinforce specific skills and how to continue to foster the development of a positive self-concept. Parents are encouraged to volunteer in the classroom as well.

Evaluation is systematic and frequent and relies on a variety of methods: observation of the child, informal progress checks related to specific materials, and administration of standardized tests. The purpose of evaluation is to keep the teacher informed about each child's needs so that instruction can be as individualized as possible.

ROLE TRADE MODEL
Western Behavioral Science Institute

The premise guiding this model is that the structure of society and education can be changed for the better by altering role behaviors. The model aims to do this by initiating conscious trading and exchange of roles within the community to increase understanding and communications. The goal is a community of learners in which all the elements of the home, the school, and the neighborhood teach and learn from one another in an "extended classroom" of which all are a part.

The model calls for bringing educators, parents, pupils, and other elements of the community together to cooperatively plan and implement the program. Role trade and role displacement are carried out in workshops, training sessions, and community meetings. The teacher obtains a better understanding of the homelife of the child and of the symbols and environment with which he comes in contact and adapts the curriculum and classroom activities to the child's experiences, thus making them more relevant and more likely to be retained. Wherever possible, role trading is applied as an instructional technique for all participants of the model.

The neighborhood and the home both contribute educational resources to the program. This might be the special skill or interest of some parent, demonstration of some product by a local merchant, objects and pictures of special interest supplied by a family, the experiences of a local high school or college student just returned from a trip, or any number of such possibilities. Neighborhood experiences of all kinds, planned and unplanned, are used to teach and reinforce fundamental skills by relating them to the child's environment. Field trips to neighborhood businesses or local landmarks are not considered to be extracurricular but rather to be normal movement within the total environmental classroom.

Within the school classroom, instruction is carried out by a teaching team consisting typically of a teacher, an instructional aide, and three or more older children (5th and 6th Graders) acting as "cross-age teachers." Each team works on its own curriculum at weekly meetings and during the week, and the children are given many opportunities for small group activity and role interaction. An education specialist works with the teams to help develop curricula that can be used in the home and to discover new ways in which parents might be used as resource persons. The specialist also coordinates the cross-age teaching activity, conducts in-service workshops for the teaching teams, and develops field trip activity.

Other positions included as part of the model are those of the on-site administrator, the psychologist, a home counselor, a nurse, a speech and hearing specialist, and an intensive learning center specialist. Community aides employed by the district provide continuous liaison and access to neighborhood resources. The home counselor assists with the latter activity, observes class and play behavior, and directs parents to community resources for which they may have a need.

The Policy Advisory Committee for this model is active in support of the model's goal of involving all parents on a personal and continuing contact basis. All parents are invited to attend PAC meetings and a concerted effort is made to get both mothers and fathers involved. The PAC, the classroom, the family, and the curriculum are considered to be the four component subsystems within the role trade model.

Evaluation is a concern of the entire community and the model stresses that the behavior of everyone in the community of learners assumed by the model should be evaluated. The sponsor staff acting as evaluation and communications consultants defines and examines continuities and discontinuities in existing and emerging curricula and helps in developing means for increasing continuity and communication between the varied elements in the community.

TUCSON EARLY EDUCATION MODEL (TEEM)
University of Arizona

Participation in contemporary society requires skills and abilities missing in the behavioral repertoires of many individuals because their background does not provide an adequate foundation. The TEEM model attempts to solve this problem by providing children with educational experiences appropriate to developing such skills and abilities--beginning with the behavior characteristics and level of development with which the child enters school and working from there. The model calls on teachers to individualize their teaching and emphasizes persistent adult-child interaction on a one-to-one basis. To meet the needs and learning rates of individual children, the model provides a great variety of behavioral options, including both self-selected and structured activities.

The curriculum for the model focuses on four general areas of development: language competence, development of an intellectual base, development of a motivational base, and societal arts and skills. An intellectual base includes skills assumed to be necessary to the process of learning (e.g., ability to attend, recall, organize behavior toward goals, and evaluate alternatives). A motivational base includes attitudes and behavior related to productive involvement, such as liking school and learning, task persistence, and expectation of success. Societal arts and skill acquisition include reading, writing, and math skills, combined with social skills of cooperation, planning, and the like.

In this model a skill is always taught in a functional setting, and concepts are illustrated by a variety of examples across content areas both within and outside the classroom. Field trips, walks, and visits to the children's homes help the child generalize new skills to his own environment. The technique of simultaneously attending to developing language, intellectual, motivational, and societal skills in a meaningful setting is defined in the model as "orchestration".

The TEEM classroom is organized into behavioral settings and interest centers for small groups to encourage interactions among the child, his environment, and others. Pupil groups are purposely heterogeneous so that children of different ability levels will learn from peer models and work independently with available materials. Imitation, a formal part of classroom practice, is viewed as an especially important process in language acquisition. Social reinforcement techniques, such as praise, attention,

and affection, are liberally applied, and materials are chosen and arranged for their reinforcing value. Every effort is made to ensure that the child will come to regard school as significant and rewarding.

In the open-ended context of this model, lessons and learning experience are given definite structure and direction through careful planning by the staff. Adults working in the classroom are trained to use the experiential background of pupils to further instructional objectives, and the home and the neighborhood are treated as instructional resources.

The delivery system for the TEEM model includes programs and services developed to provide continuous input, demonstration, and evaluation to the community, the classroom instructional staff, and to parent liaison personnel. Field representatives visit sites to provide guidance and communicate questions and problems back to the TEEM center. School psychologists serve as consultants to teach project staff to apply psychological techniques in defining and solving educational problems. Evaluation services include a new program that clearly sets out objectives of the program and ways for the community to evaluate how well they are met.

The model establishes positive and frequent contact between schools and parents to acquaint parents with the instructional program and to influence them to participate in school-related activities, work with the Policy Advisory Committee, serve as classroom volunteers, and train for new careers. An attempt is made to provide parents desiring to have a more direct influence on educational policy with increased knowledge about the school system and the political influences that play a role in policy making.

UNIVERSITY OF OREGON ENGLEMAN/BECKER MODEL FOR DIRECT INSTRUCTION
University of Oregon

The sponsors of this model insist that a child who fails is a child who has not been properly taught and that the remedy lies in teaching the skills that have not been mastered. The model attempts to bring disadvantaged children up to the "normal" level of achievement of their middle-class peers by building on whatever skills children bring to school and to do so at an accelerated pace.

Using programmed reading, arithmetic, language, art, and music materials and behavior modification principles, the model employs strategies to teach concepts and skills required to master subsequent tasks oriented toward a growing level of competence. Emphasis is placed on learning the general case, i.e., developing intelligent behavior, rather than on rote behavior. Desired behaviors are systematically reinforced by praise and pleasurable activities, and unproductive or antisocial behavior is ignored.

In the classroom there are three adults for every 25 to 30 children: a regular teacher and two full-time aides recruited from the Follow Through parent community. Working very closely with a group of 5 or 6 pupils at a time, each teacher and aide employs the programmed materials in combination with frequent and persistent reinforcing responses, applying remedial measures where necessary and proceeding only when the success of each child with a given instructional unit is demonstrated. At the same time, the teacher aides are working with other small groups throughout the classroom in a similar manner. Training in implementing the model includes local summer workshops for all teachers and teacher aides and inservice training during the school year.

Family workers, who are usually parents themselves, personally contact all project parents to acquaint them with the program and teaching materials; inform them about their children's progress; and encourage them to attend Policy Advisory Committee meetings, visit school, and participate in training leading to work in the school. Parent workers also instruct parents in the use of materials to supplement the school program in the home and attempt to organize parents experiencing special difficulties into problem solving groups. On occasion, they contact local social service agencies where special assistance is needed by individual families.

Evaluation is an ongoing part of the program. Tests are administered at the beginning and throughout the year to determine if children are being taught the skills required by the model and at what rate. The tests are administered by parents especially trained for the job. Continuous test data provide a positive gauge of teacher performance and allow for timely remedial action when the program appears to be implemented improperly or students appear to be falling behind. Video tapes of teachers and aides executing training tasks are used both to determine and to correct specific difficulties. Bi-monthly reports are issued to teachers reporting the progress of individual children and classroom summaries.

The parent Policy Action Committee participates actively in the model, focusing attention on the needs and interests of parents, recruiting parent aides, and assisting in writing the Follow Through proposal. The model is firmly committed to support a parent-community-school partnership in the operation of its program. The sponsor feels project parents must have the right to judge the effects of the program for themselves, both to provide criteria of program success and to guide efforts at program improvement.

APPENDIX D

MEMORANDUM OF UNDERSTANDING AND
DELEGATION OF AUTHORITY

MEMORANDUM OF UNDERSTANDING
BETWEEN
THE OFFICE OF ECONOMIC OPPORTUNITY
AND
THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
RELATIVE TO
THE ADMINISTRATION OF THE FOLLOW-THROUGH PROGRAM
UNDER A DELEGATION OF AUTHORITY

A. General

OEO has, in accordance with Section 621 of the EOA, delegated to HEW such of its authorities under the Economic Opportunity Act as are necessary for the administration of the Follow-Through Program, subject to the understandings contained in this memorandum.

B. The following policies will govern administration of the Follow-Through Program by HEW:

1. The program will be administered under the authorities included in the Economic Opportunity Act as set forth in the existing delegation.
2. Except as provided in this section or in Section 18 below, HEW shall make grants under Section 222 (a) of the Economic Opportunity Act to local public educational agencies, but when necessary to the furtherance of the purposes of the program, HEW may make a grant to any locally based agency or organization which, in the opinion of HEW, is qualified to carry out the provisions of the grant. In rare instances, where program purposes cannot be accomplished in any other way, HEW may make program grants to regional or State agencies or organizations. Any grants made to regional or State agencies or organizations shall require OEO concurrence.
3. HEW may grant funds for activities designed to assist the development of disadvantaged children which do not constitute aid to general education or a part of the basic services already available within the school system. Such activities include, but are not limited to, specialized and remedial teachers or teacher aides and materials, physical and mental health and social services staff and programs, nutritional improvement, culturally and educationally enriching experiences, and parent activities.
4. HEW shall give priority to programs which include a comprehensive range of services developed around identified needs of the children and families to be served.

5. Grants will be awarded by HEW on the basis of priorities to be established by the Commissioner of Education. Prior to the implementation of policies establishing priorities with respect to population groups to be served, and the geographical distribution of programs on a national basis, such policies shall be submitted to OEO for concurrence. In determining eligibility, preference will be given to those organizations having classes with a high proportion of children who have attended a full-year quality comprehensive pre-school program for disadvantaged children and then to those classes with high proportions of children who have attended enriched summer pre-school programs for disadvantaged children. With rare exceptions, at least 50 percent of the children participating in each grade of the program shall have had such experiences, and shall come from families whose income met Head Start income eligibility criteria at the time of enrollment in Head Start. Normally, the special individual medical or dental treatment, intensive individual psychological treatment and, where feasible nutritional services shall not be available from Federal funds for any child whose family income is above the Head Start income eligibility criteria.
6. In general, communities participating in a Follow-Through program for the first time shall, in that year, conduct the program at one grade level, which shall be the lowest grade of public school (either kindergarten or first grade). Communities participating in a Follow-Through program for a second, third or later consecutive year should each year expand the program to include the next higher grade. Children shall be eligible to participate in a Follow-Through program in such higher grades:
 - (a) who have been (i) previously included in a Head Start or other quality pre-school program and (ii) have also participated in the next lower grade in Follow-Through programs (or programs comparable in scope, comprehensiveness, and quality); or
 - (b) whose participation in the program is necessary in order to implement adequately the design of the project or to increase its efficiency.
7. In those cases where funds are available to a grantee under Title I of the Elementary and Secondary Act or other Federal or State statutes, the grantee shall give assurances that it will at least maintain the level of effort for children in the grades to be served that had previously been maintained. In addition, project funds (Federal and non-Federal) must add to existing programs of similar services, and non-Federal share contributions may not be diverted from other assistance to the poor.

8. HEW shall require that grantee agencies involve parents of Follow-Through children in the development, conduct, and overall program direction of all projects.
9. Where positions are created for persons with non-professional qualifications, the grantee shall be required to give preference to low-income persons, especially parents, who show promise of being able to carry out the assigned duties.
10. HEW may approve financial assistance in amounts exceeding the percentages set forth in Section 225 (c) of the EOA only if approval is made pursuant to regulations establishing objective criteria for determining that such approval furthers the purposes of Title I of the EOA. No such regulation shall be adopted, revised or abandoned without OEO concurrence.
11. Where the applicant serves an area in which OEO has funded a community action agency, the applicant shall consult with that CAA in the development of its program and the CAA's views shall be a part of the applications. In the event that the CAA poses objections which cannot be resolved between LEA and CAA, or after consultation by them with the SEA and State EOO, the appropriate HEW and OEO offices shall jointly consider the views of the respective agencies before HEW makes a final decision.
12. All applications shall be submitted simultaneously to the SEA, State EOO, HEW Regional Office, OEO Regional Office, and OEO and HEW Headquarters. The SEA, State EOO, HEW Regional Office, and OEO Regional Office shall review all applications and forward their recommendations to HEW Headquarters. HEW will make the final decision in accordance with established procedures, after consultation with OEO Headquarters. Copies of all approved grant applications will be accessible to OEO.
13. a. An amount not in excess of 10 percent of the funds transferred to HEW may be used to contract with or provide other financial assistance except to SEA for technical assistance, local training and staff development, and other activities designed to improve the capacity of SEA to exercise leadership and to monitor Follow-Through Programs. SEA shall involve State EOO in the planning and implementation of activities funded under such grants. The views of the State EOO shall be included in the SEA application. An additional 7 percent will be reserved by HEW for research, evaluation, administration, technical assistance, and special project activities, including training. However, in FY 1969 the total percentage reserved for the purposes described in this section shall not exceed 23 percent.

In order to promote program variation, up to an additional 1 percent of Follow-Through funds may be used by HEW for technical assistance grants to selected State EOO and local CAA to strengthen their abilities to coordinate the various community action programs with Follow-Through and allow them to offer appropriate services to the SEA or LEA. HEW will develop annually a coordinated research and evaluation plan for Follow-Through. This plan will be concurred in by OEO.

- b. In Fiscal Year 1969 and thereafter, where the SEA is unable or unwilling to accept or carry out a contract or other arrangement to provide for technical assistance, local training and staff development or other activities designed to improve the capacity of the SEA to exercise leadership and to monitor Follow-Through programs, HEW may make such a contract or other arrangements with the State EOO.
14. Of the funds available for local grants under section 222 (a) of the Economic Opportunity Act, unless otherwise directed by OEO, 78 percent shall be allocated among the states in accordance with the formula contained in section 225 of the Economic Opportunity Act. Two percent shall be available for the territories and the remainder shall be distributed at the discretion of HEW. However, OEO shall retain final authority as to the availability and allocation of such funds in order to ensure compliance with section 225 and to that end, OEO and HEW shall consult periodically.
15. If the funds available for grants within a state are insufficient to meet the expected demand for programs, HEW will select from projects which meet all requirements on a competitive basis giving equal weight to: (a) need for the program and (b) quality projects may be pre-selected upon criteria established by HEW with the concurrence of OEO.
16. Local applicants shall be required to include arrangements for training and staff development in their Follow-Through Program.
17. Services are to be made available to children in public and private schools in equitable proportions. These proportions shall be based on the numbers of participants in Head Start or similar programs for the community as a whole who are entering the public or private schools in the Follow-Through Program.

Private school officials shall be involved in all stages of the development of plans to serve children enrolled in private schools. Their views on this element of the final proposal shall be included in the application. In developing plans to serve private school children, the local educational agency shall provide for such diversity of program and services as seems appropriate to the needs of the particular children involved, as long as such programs meet the quality criteria for Follow-Through programs.

18. Operational grants shall be made directly to local educational agencies except as follows:

Where a local educational agency is unable or unwilling to provide Follow-Through services to children in private schools in its district on an equitable basis, or where there is no local educational agency, the Commissioner shall arrange with an appropriate community action agency or Head Start agency (or, if not possible, with any other locally based agency as provided above in section 2) for the provision of such services. The grantee agency providing services for children in private schools shall maintain supervision and administrative control over the provision of such services.

Coordination

1. HEW will consult with OEO on policy issuances and guidelines. If during the consultative process OEO raises objections, HEW will formally notify OEO of its intention to proceed at least ten days before issuing the policy. Departures from the policies enunciated within this agreement will require OEO concurrence. The two agencies will coordinate where necessary through joint task force arrangements on policies and regulations which would affect Operation Head Start as well as Operation Follow-Through.
2. OEO will designate a liaison staff within the Community Action Program to work with HEW staff in order to assure the full flow of information between the two agencies.
3. HEW will have the principal responsibility for site visits and audit of grantees. HEW may, however, request the assistance of OEO staff members in conducting such audits and site visits. OEO may also initiate, after notification to HEW, such joint or independent site visits as it deems necessary. HEW reports of site visits and audits will be available to OEO and OEO reports will be available to HEW.

4. HEW may request that services be performed by OEO staff on a reimbursable basis whenever it appears to be in the best interests of the program.
5. HEW will make a quarterly report to OEO on its administration of the delegation and will furnish such other information on a routine or special basis as OEO may require to meet its responsibilities. Included in this information will be written financial and program status reports; evaluation data; and program submission required for the National Anti-Poverty Plan, budget justifications, and congressional presentations.

D. Administration

1. OEO will transfer to HEW the amounts available for the Follow-Through program including the amounts necessary for the administration of the program.
2. In accordance with section 621 of the EOA, the Secretary will redelegate authorities to the Commissioner of Education and shall make such administrative arrangements for the programs as required. The Secretary will advise OEO of these arrangements and secure concurrence of OEO on the selection of the program director.

E. Review of Memorandum of Understanding

1. This memorandum shall be jointly reviewed annually and mutually agreeable changes will be made on the basis of legislative changes and of the experience gained in the program.

Approved:

Associate Commissioner for ESE
Department of Health, Education & Welfare

Date: _____

Assistant Director
Office of Economic Opportunity

APPENDIX E

FOLLOW THROUGH PROGRAM MANUAL

DRAFT

FOR INFORMATION PURPOSES ONLY

FOLLOW THROUGH PROGRAM MANUAL

FEBRUARY 24, 1969

DISCRIMINATION PROHIBITED--Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." The Follow Through Program must be operated in compliance with this law.

PREFACE

The Follow Through Program is authorized under Title II of the Economic Opportunity Act, "Urban and Rural Community Action Programs." The basic purpose of this title as stated in Section 201(a) is:

to stimulate a better focusing of all available local, State, private, and Federal resources upon the goal of enabling low-income families, and low-income individuals of all ages, in rural and urban areas, to attain the skills, knowledge, and motivations and secure the opportunities needed for them to become fully self-sufficient. Its specific purposes are to promote, as methods of achieving a better focusing of resources on the goal of individual and family self-sufficiency—

"(1) the strengthening of community capabilities for planning and coordinating Federal, State, and other assistance related to the elimination of poverty, so that this assistance, through the efforts of local officials, organizations, and interested and affected citizens, can be made more responsive to local needs and conditions;

"(2) the better organization of a range of services related to the needs of the poor, so that these services may be made more effective and efficient in helping families and individuals to overcome particular problems in a way that takes account of, and supports their progress in overcoming, related problems;

"(3) the greater use, subject to adequate evaluation, of new types of services and innovative approaches in attacking causes of poverty, so as to develop increasingly effective methods of employing available resources;

"(4) the development and implementation of all programs and projects designed to serve the poor or low-income areas with the maximum feasible participation of residents of the areas and members of the groups served, so as to best stimulate and take full advantage of capabilities for self-advancement and assure that those programs and projects are otherwise meaningful to and widely utilized by their intended beneficiaries; and

"(5) the broadening of the resource base of programs directed to the elimination of poverty, so as to secure, in addition to the services and assistance of public officials, private religious, charitable, and neighborhood organizations, and individual citizens, a more active role for business, labor, and professional groups able to provide employment opportunities or otherwise influence the quantity and quality of services of concern to the poor.

The Follow Through Program is committed to the realization of the goals set forth above and has attempted to develop guidelines conducive to achieving them.

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In accord with these purposes, each potential Follow Through community must give clear evidence that it will implement and support processes leading to:

- the direct participation of the parents of Follow Through children in the development, conduct, and overall direction of the project;
- the involvement of agencies, organizations, and other community resources that have a concern for the poor;
- the creation of a climate in which communication between the poor and non-poor can be achieved and in which a partnership between the school and community can be realized.

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I. INTRODUCTION

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A. Purpose of the Program

Section 222 (a) of the Economic Opportunity Act, P. L. 90-22, authorizes:

"A program to be known as 'Follow Through' focused primarily upon children in kindergarten or elementary school who were previously enrolled in Head Start or similar programs and designed to provide comprehensive services and parent participation activities....which the Director finds will aid in the continued development of children to their full potential...."

The Follow Through Program has been established by the U. S. Office of Education and the Office of Economic Opportunity to sustain and supplement in the early grades the gains made by low-income children who have had a full year's experience in a Head Start or comparable pre-school program. The program is administered by the U. S. Office of Education under a delegation of authority from the Office of Economic Opportunity.

Follow Through is designed to meet the instructional, physical, and psychosocial needs of young children from low-income families in a program of comprehensive services and parent participation activities. The following components constitute comprehensive services in Follow Through: instruction, nutrition, health, social work and psychological services, and staff development.

The Follow Through Program recognizes that all elements in a child's environment influence him--the school, the family, the neighborhood, and the community. It is important that these persons and agencies work together effectively to minimize adverse influences and maximize beneficial effects on the child's learning and development. Such comprehensive involvement may require changes in established ways of operating, organizing, or cooperating.

B. Planned Variation in a Context of Comprehensive Services

Experience under Head Start, Title I, ESEA, and similar efforts has provided some information concerning the effectiveness of different approaches to the education and development of young, low-income children, but this experience has also made clear that much more needs to be known. Follow Through is presently concentrating upon the exploration of the effectiveness of a variety of such approaches.

The U. S. Office of Education Follow Through Program has identified a number of groups and institutions, each of which has developed a promising approach to the education and development of young, low-income children. These approaches, which vary in scope and focus, include a number of instruction, parent education, and community-centered strategies. The group or institution associated with a given program approach is referred to as a "program sponsor."

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In February of 1968, the U. S. Office of Education invited a limited number of communities (recommended by State officials) to participate in a cooperative enterprise to develop and evaluate comprehensive Follow Through projects, each of which incorporates one of the alternative "program approaches" as part of its comprehensive Follow Through project. Generally, each of the current program sponsors concentrates on only a portion of the total Follow Through project. The remainder of the program is developed by the local community with consultant assistance.

The enterprise described has been termed "planned variation." Planned variation may be characterized by:

- the establishment of a special relationship between a community that has selected a particular program approach and the sponsor who oversees the implementation and development of that program approach in that community;
- the development by the school and the community of a comprehensive Follow Through project incorporating a program approach; and
- a carefully planned study of these program approaches to be carried out over a period of several years.

The increased understanding which may come from Follow Through's explorations will, hopefully, provide guidance for the future allocation of funds for early childhood education.

II. ELIGIBILITY

A. Communities

1. Selection of Projects. Until more funds become available, participation in Follow Through will be restricted to only those communities that have operated a full-year 1/ Head Start or comparable pre-school program 2/ and that have been specifically invited to submit applications. Invitations will be extended to communities selected with the assistance of Regional Office of Economic Opportunity, State educational agency, and State economic opportunity office officials.

Grant funds for local Follow Through projects will be allocated among the States so that:

- funds will be distributed equitably between urban and rural areas
- funds will be distributed, in general, among the States according to the incidence of poverty

In order to distribute grant funds on the basis of these two criteria, each Follow Through applicant will be informed of the maximum grant for which it may apply and the minimum number of low-income children to be served.

2. Eligible Grantees. For the most part, Follow Through grants will be made to local public educational agencies (LEA's). In certain cases, a project grant may be made to an agency other than a local educational agency. For instance, where a LEA is unable or unwilling to provide Follow Through services to private school children, USOE may make a grant to an appropriate community action agency (CAA) or Head Start agency for the provision of such services.

B. Children

1. Income Considerations. Only children from low-income families (as defined by the GEO poverty-line index set forth in Appendix A) are eligible to receive the full range of comprehensive services which shall be provided by each Follow Through project. The size of the Follow Through grant will be based on the number of low-income children in the project.

2. Pre-school Experience. With rare exceptions, at least half of the low-income children in each Follow Through project must be graduates of a full-year Head Start or comparable pre-school program.

1/ In most cases a full-year pre-school program will be one that is 8 months or longer.

2/ Hereinafter referred to as Head Start.

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3. Scope of Follow Through. At present, Follow Through is conceived as a program from kindergarten through grade three (or age equivalent). Generally each project, in the initial year of funding, serves low-income children who enter the first year of school (kindergarten or first grade) after a full-year pre-school experience. The project is then expanded to include children in the next higher grade each subsequent year. In certain cases, for example to increase project efficiency, the U. S. Office of Education may allow a grantee to begin by serving children in more than one grade.

4. Grouping of Children. There is evidence which suggests that the grouping of children in educational settings to bring about a socio-economic and racial mixture results in benefits to the children. In Follow Through, maximum feasible social, economic, and racial mixture of children is encouraged. Each project application will be examined carefully to determine whether the proposed racial and socio-economic grouping of children and the arrangements necessary to facilitate such grouping are appropriate. Basic to this determination will be evidence of intent to act in the best interests of the low-income children to be served.

Where substantial numbers of non-low-income children will participate in the Follow Through project, the applicant must insure that the socio-economic grouping of children does not lead to an undesirable dilution of services to the low-income children. In general, if less than half of the children who are grouped for instruction are low-income children, the local community will be expected to bear an equitable share of the cost of instructional services--such as classroom aides--that are available for all the children.

5. Participation of Private School Children. Services are to be made available to children in public and private schools in equitable proportions. These proportions shall be based on the numbers of participants in Head Start or similar programs for the community as a whole who are entering the public or private schools in the grades involved in the Follow Through project.

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III. PARENT PARTICIPATION AND COMMUNITY INVOLVEMENT

Follow Through is one of the special emphasis programs within the community action title of the Economic Opportunity Act. One of the aims of community action is to give low-income people a larger voice in handling their own affairs, in determining the priority of their needs, and in establishing the ways in which those needs shall be met. Follow Through guidelines--especially those sections requiring the involvement of parents, representatives of relevant community agencies, and other individuals having concern for the poor in project planning and operation--reflect this aim of community action. The Follow Through Program is committed to efforts that assist in opening up the school and the community to each other for the benefit of the child, the home, and the school.

A. Parent Participation

EVERY FOLLOW THROUGH PROJECT MUST PROVIDE FOR SIGNIFICANT PARENT PARTICIPATION IN ALL ASPECTS OF THE PROJECT.

A basic tenet of Follow Through is that parents have both the right and the responsibility to share in determining the nature of their children's education. Accordingly, parents must be given opportunities to take an active role in all aspects of Follow Through. Interaction between parents and Follow Through staff--in homes, classrooms, and elsewhere in the community--can (1) help parents learn how they can best support and influence the program and, on their own, contribute more fully to their child's total development and (2) help staff become more responsive to the needs and goals of the parents and community and translate such goals into meaningful project activities.

At least four major kinds of parent participation are necessary for an effective Follow Through project:

- Participation in the process of making decisions about the nature and operation of the project through frequent meetings of a Policy Advisory Committee and other parent groups;
- Participation in the classroom and school as paid employees, volunteers, or observers;
- Provision for regular home contact by Follow Through staff;
- Parent educational and community activities which parents have helped develop.

A staff member, preferably low-income, should be designated to coordinate parent participation activities.

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This section (Section III, A) deals only with the first of these parent participation activities. The other three activities are discussed in Section V, D, below.

1. The Policy Advisory Committee. Every Follow Through project must have a Policy Advisory Committee (PAC) of which at least fifty percent of the members must be elected from among low-income parents of children in Follow Through classes. The remaining members should be drawn from agencies, community groups, and individuals that have a concern for poor children.

The PAC must include a representative designated by the CAA. The PAC may include representatives from the pre-school project, local health, welfare, and social service agencies. The Follow Through coordinator and other professional or nonprofessional project staff responsible for instruction, health, nutrition, social and psychological services may serve as non-voting members or as consultants to this committee. The selection of non-parent representatives should be discussed with the parent members prior to their appointment. The parent coordinator should work closely with the PAC and provide necessary staff support.

A chairman should be elected from among the Follow Through parents on the committee and should schedule frequent meetings of the PAC. The PAC must have the right to set its own agenda.

The PAC should be encouraged to form sub-committees in areas such as personnel, career development, curriculum, evaluation, fund-raising, budget, grievances, parent activities, community relations, etc. Persons not members of the PAC may be designated members of such sub-committees. Provision should be made for funds to be made available to the PAC to support its activities.

In communities where potential Follow Through participants and parents have not yet been identified, the applicant should organize an interim advisory group that includes parents elected by the Policy Advisory Committee of the local Head Start or equivalent pre-school program. If there is no pre-school Policy Advisory Committee, the LEA and CAA should work cooperatively to establish the interim Follow Through advisory group of which half the members shall be elected from among the parents of the low-income children enrolled in the pre-school program. When and where there is no CAA, the LEA and the parents of the low-income children in the pre-school program should co-sponsor such an election. When the Follow Through project children are identified, the parents of those children shall then elect representatives to the PAC to replace the parent members of the interim committee.

The Policy Advisory Committee must play a substantial role in the planning and management of the Follow Through project.

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At a minimum, the PAC will:

- Represent the interests and concerns of the parents, professional organizations, and public agencies.
- Actively participate in the development of and give approval to the Follow Through application before it is submitted.
- Establish criteria for the selection of Follow Through staff personnel (paid and volunteer) and participate in their recruitment and selection.
- Continually assess the effectiveness of the Follow Through project and make recommendations to the project coordinator regarding program improvements.
- Establish a procedure by which grievances and complaints of parents and others can receive prompt and sympathetic consideration, and participate in working toward their resolution.
- Assist in organizing parent activities.
- Communicate with parents, community agencies and organizations, and others to encourage their active participation in the Follow Through project.
- Assist in mobilizing community resources.

2. Other Parent Groups. Monthly meetings of the parents in each Follow Through school or of all Follow Through parents, depending on the size of the project, should become an established practice. These meetings will serve to keep parents in constant touch with new developments in the project and provide opportunities for them to discuss issues and make suggestions and recommendations which may then be referred to the Policy Advisory Committee and the project coordinator for action. Parent groups and Follow Through staff may engage in such activities as joint meetings, informal discussions, and workshops focusing on matters of mutual concern.

B. Involvement of the Community Action Agency

THE COMMUNITY ACTION AGENCY MUST BE INVOLVED IN THE DEVELOPMENT AND IMPLEMENTATION OF THE FOLLOW THROUGH PROJECT.

Where a community action agency is not itself the grantee, the grantee shall see to it that the CAA:

- is fully involved in the development of the project;

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- reviews and signs the final application for funds, including its comments on proposal design; and
- continues to play a role in the operation of the project.

A Follow Through project operated by a school system must be developed in cooperation with the local CAA in its area. Cooperation here means continuous and genuine working relationships during the period when the project is being planned and developed as well as when it is being carried out.

The community action agency should provide support to both the school system and the low-income community as they work together to establish and operate a Follow Through project. The CAA, as the agency responsible for coordinating poverty programs, particularly those funded under Title II of the EOA, can:

- assist in developing Follow Through services that are responsive and relevant to the needs of Follow Through children and their families;
- provide guidance, training, and technical assistance to assist the school system in effectively involving low-income persons, especially parents, in the planning, conduct, and evaluation of the Follow Through project;
- act as an advocate for the low-income community and provide project area residents with the resources and support which they will need to (a) participate meaningfully in Follow Through operations and (b) in general, contribute to the discussion and solution of poverty problems.
- assist in securing the active participation of other community agencies in the project and in making these agencies more responsive and relevant to the needs of the low-income community.

Having a CAA representative on the PAC will insure on-going CAA participation in the project. The Follow Through coordinator should keep the CAA informed of project activities and meet with CAA officials periodically to discuss project developments. (See Section V, A, below for examples of possible program coordination with Head Start.)

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C. Mobilization of Community Resources

EXISTING HEALTH, WELFARE, AND SOCIAL SERVICE AGENCIES MUST BE CONSULTED IN THE PLANNING, DEVELOPMENT, AND OPERATION OF THE FOLLOW THROUGH PROJECT.

The success of Follow Through depends, to a large extent, upon the support of the general community. Many local and State agencies, organizations, and associations provide services to low-income families--e.g., settlement houses, State or local departments of health, education or welfare, medical and dental associations, parent-teacher associations, church groups, civic associations, foundations, and local businesses. Their expertise is valuable and they should be consulted when the application is being prepared as well as during project operation. The professional advice and services of these agencies can be most useful in creating or expanding necessary project services.

At a minimum, the Follow Through project should:

- prevent duplication of services by utilizing, whenever possible, the existing services provided by these agencies, and
- make use of the expertise and guidance provided by these agencies.

Many of the above organizations will be able to provide services basic to the project, e.g., medical and dental care facilities and supplies. Reimbursement may be provided for some of these services. If such services are donated, contributions may be counted as non-Federal share, subject to limitations in Section VII, C, below. If a grantee expects such groups to provide services or facilities to the project, it may be advantageous for them to be represented on the Policy Advisory Committee.

D. Volunteers

VOLUNTEERS SHOULD BE RECRUITED FOR CLASSROOM AND OTHER PROJECT ACTIVITIES.

Mobilization of community resources involves more than agencies and groups. Individuals count heavily as a community resource. Accordingly, volunteers--both professional and non-professional--can play a substantial role in the planning and implementation of Follow Through projects.

Volunteers with professional skills can help design the Follow Through project. A social worker can advise on the social services component. A pediatrician or dentist can advise on the health services component and can be instrumental in involving the medical and dental associations in the project.

Regular use of volunteers from the neighborhood is an excellent means of increasing the number of adults in the classroom. Involving teenagers is often a good way to increase the amount of individual attention a young child receives from an older person. Men especially should be sought to serve as volunteers. Volunteers can assist in instructional activities, help make teaching materials, guide visitors to the project, assist children on field trips, serve as carpenters, painters, baby sitters, interpreters, gardeners, story tellers, bus aides, mealtime helpers, newsletter staff, equipment managers, photographers, etc. They can contribute specialized skills to the project and serve to broaden community awareness of Follow Through.

Volunteers who have served in Head Start projects are an excellent source for Follow Through. The experienced Head Start volunteer can be of great assistance to new volunteers.

Schedules should be planned so that volunteers participate on a regular pre-arranged basis.

IV. PROJECT DEVELOPMENT**DRAFT**A. Selection of Program Approach

Under the Follow Through national program design of "planned variation," local projects are expected to enter into an arrangement with an approved "program sponsor" to implement a particular approach to the education and development of young, low-income children.

Applicants should give particular thought and attention to the selection of a program approach that will best meet the needs and interests of the population to be served by the Follow Through project. This process of selection must be undertaken in advance of preparation of the Follow Through project application.

The USOE Follow Through Office will make information available to applicants on the various program approaches through the provision of written materials, meeting with program sponsors, and in other ways.

The Policy Advisory Committee (or interim Advisory Committee) described in Section III, A, above must be established as the first step, so that it can participate in the selection of the program approach. The applicant should take steps to present and explain to as many parents as possible the range of available program approaches as well as the general goals of Follow Through. All persons who will participate in the local Follow Through project--parents, other community representatives, project staff--should consider this information and take part in the discussions leading to the selection of an approach. All involved should fully understand the nature of the commitment that is made in the selection--i.e. all will in good faith work toward and support the development of the selected approach.

Since no community can be guaranteed that its first choice of a program approach can be accommodated, each applicant should consider several approaches with which it would be willing to affiliate.

B. Role of the Program Sponsor

The program sponsor will provide necessary technical assistance and guidance to the project in all matters pertaining to the program approach selected and will assist in the development and implementation of those portions of the project which relate to the approach. A significant portion of the local Follow Through project grant will need to be allocated to the implementation of the chosen program approach. The applicant and the program sponsor must consult before final preparation of the project budget, so that suitable financial arrangements will be provided for approach implementation. The USOE Follow Through Office will arrange for such consultation.

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During the operation of the project the program sponsor will provide to the local project such services as: training in the program approach for appropriate project staff during the summer and school year; assistance to the project in implementation, including the provision of consultant or supervisory services; arranging for appropriate instructional and other materials to be made available on a timely basis for purchase by the project; and evaluative activities.

The grantee in turn will be expected to cooperate fully with the program sponsor and take necessary steps to implement the approach promptly and thoroughly. The two parties should be prepared to enter into an agreement that sets forth mutual responsibilities and commitments.

Project Design

Each Follow Through project must provide in its design for substantial parent and community involvement, and for balanced and full development of all components of a comprehensive program. These components include instruction, medical and dental, nutritional, social and psychological services, and staff development (see Section V, E below).

During project planning, care should be taken to identify and arrange for maximum utilization of all available (existing and potential) school and community resources and services. The Follow Through project must be designed so that all components are compatible and well coordinated.

The USOE Follow Through Office will arrange for a general consultant to provide continuing advisory assistance to the project on comprehensive program design and implementation. The general consultant's role should complement that of the program sponsor in providing consultative services which will ensure a well-balanced and coordinated project. In addition, a grantee may request specialized consultants such as pediatricians, nutritionists, social workers, psychologists, etc.

The Program Management staff of the USOE Follow Through Office will work with the applicant in the preparation of the project proposal and will help to interpret the provisions of these guidelines as they may relate to local needs and circumstances. The USOE will arrange to bring together, before application submission, the various participants mentioned--applicant, program sponsor, general consultant, Follow Through staff, as well as State representatives--to facilitate the process of designing a Follow Through project which will best meet community needs.

Involvement of Non-Public School Officials

Non-public school officials must be involved in all stages of the development of plans to serve children enrolled in non-public schools. A letter stating their views on this element of the project must be submitted with the project application. Services to non-public school children should be comparable to those provided to public school children.

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V. THE LOCAL PROGRAMA. Continuity with Head StartTHERE MUST BE CONTINUITY BETWEEN THE FOLLOW THROUGH PROJECT AND THE PREVIOUS PRE-SCHOOL EXPERIENCE.

Continuity of experience is an important factor in the child's development. Hence, school personnel must pay close attention to the relationship between the Follow Through project and the previous pre-school experience--Head Start, and, where applicable, Parent and Child Center or day-care experience. In some instances, where a very close articulation between the different levels of early schooling will be possible, some communities may wish to eliminate traditional distinctions between pre-school and primary education.

In other instances, because of the particular program approach selected by the community, a major component such as instruction may assume a substantially different character in Follow Through than in Head Start.

In any event, each community must give evidence that it has (1) considered the implications of substantial changes in program content or approach for children as they move from pre-school to kindergarten and the primary grades and that it has (2) made appropriate arrangements to insure smooth transitions from one phase to another.

There are ways in which all Follow Through projects regardless of program approach can provide for continuity with the previous pre-school experiences, such as joint Head Start/Follow Through parent groups and parent activities, joint home visits, joint staff training, sharing of specialized staff, and movement of aides with children from pre-school to Follow Through.

To avoid duplication of effort and provide for continuity, it is essential that pertinent pre-school records be transmitted on Follow Through children. However, confidential or specialized professional information that might be misinterpreted should be transmitted on a professional-to-professional basis (psychologist to psychologist, social worker to social worker). The Follow Through staff member receiving such information is responsible for relaying and interpreting findings to other project staff as deemed necessary.

B. Number of Project Attendance AreasTO CONCENTRATE PROGRAM EFFORTS, A FOLLOW THROUGH PROJECT SHOULD OPERATE IN AS FEW ATTENDANCE AREAS AS POSSIBLE.

A Follow Through project that operates in classrooms scattered throughout a number of different attendance areas cannot be expected to exert substantial impact. Low-income project children should be concentrated in as few attendance areas as possible--except in unusual circumstances, not more than two attendance areas, and preferably one, per 100 low-income children. Where low-income children

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are heavily concentrated, every effort should be made to operate the Follow Through project in all classes of the same grade level in a school.

Follow Through children must not be isolated from other children in the school. If Follow Through is to have maximum impact, project activities must be integrated with those of other classes and grades in the entire school. In anticipation of the needs of Follow Through children in subsequent years, training and developmental activities for all elementary school staff should be an integral part of a Follow Through project.

C. Length of Project

A FOLLOW THROUGH PROJECT MUST OPERATE THROUGHOUT THE REGULAR SCHOOL YEAR AND ON A FULL-DAY SCHEDULE.

All projects must operate throughout the regular school year, which in most communities is from September to June. Follow Through projects may operate on a twelve-month basis if a grantee desires and if project funds permit.

Full-day schedules are required. This schedule can include the whole range of comprehensive program activities--instructional activities, lunch and rest breaks, parent activities, staff development, and home visits. To meet the needs of working mothers, after-school programs may be considered as well.

D. Parent Activities

EVERY FOLLOW THROUGH PROJECT MUST DEVELOP ACTIVITIES HAVING SIGNIFICANCE TO PARENTS OF FOLLOW THROUGH CHILDREN.

As set forth in Section III, A, above, each Follow Through project must provide for the following parent participation activities:

1. Parent Participation in the Project as Paid Employees, Volunteers or Observers. Each Follow Through Project must make provisions for ample parent participation in classroom and other project activities, in both para-professional and unpaid capacities. Having parents in the classroom:

- gives the staff an opportunity to know the parents better and to learn from them;
- enables school staff to explain and interpret the school program to parents and others in the community;
- gives parents a better understanding of project objectives and activities and the kinds of home assistance their children may require;
- shows the child the depth of his parent's interest in him and his school program.

For these reasons, low-income persons in the project area, especially parents of Follow Through children, must be given preference in the employment of non-

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professionals in a Follow Through project. Many parents may be able to serve as volunteers as well.

Follow Through classrooms must be open to parent observers at reasonable and convenient times. Parents should be encouraged to observe classes several times during the year. Some parts of the project might be arranged in the evening or on Saturday to permit fathers to observe.

There are, of course, many activities outside the classroom (e.g., field trips, health visits, social occasions) in which the presence of parents is equally desirable and profitable.

2. Provisions for Regular Home Contact by Follow Through Staff. Staff, parents, and children will all benefit from home visits and telephone calls. Every effort must be made to explain the advantages of such interaction between school and home.

Home visits by Follow Through personnel should be made only with the prior knowledge and full consent of the parents. Contingent upon parent consent, project staff, including classroom personnel, health, and social workers, should visit each home as frequently as is appropriate and desired.

Home visits should have a purpose--e.g., exchange of information on a child's behavior and interests; explanation of how parents can reinforce learning in areas such as verbal and fine motor skills or how parents can structure play for maximum learning.

Where home visits are inconvenient or not desired, telephone calls by program staff are an excellent way to inform parents of their children's progress and to demonstrate the desire of Follow Through staff to maintain contact with the home.

3. Educational and Community Activities for Parents. The Follow Through project must develop plans for educational and community activities, which are responsive to the needs expressed by parents. The parents, through the PAC and other parent groups, should participate fully in the development of such plans. In many cases, appropriate courses may already be available to serve the needs which parents may express, e.g., sewing, carpentry, etc., by the Y.M.C.A. or similar organizations, literacy training by the schools, or classes in consumer buying and credit conducted by a community organization. Parents should be assisted in making full use of such existing resources. When existing resources do not meet the needs of parents, it will be necessary to establish new activities that are centered around the expressed needs of Follow Through parents.

In order to facilitate participation in parent activities, Follow Through mothers and project staff can work to establish cooperative child-care arrangements. Space within project facilities should be made available for child care service as well as for parent meetings.

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Parents acting cooperatively and with the help of others in the neighborhood should be encouraged to organize for their children and themselves after-school activities which utilize the home and neighborhood as learning environments.

E. Comprehensive Follow Through Program

A FOLLOW THROUGH PROJECT MUST BE COMPREHENSIVE IN SCOPE AND DIRECTLY FOCUS ON ALL ASPECTS OF CHILD LEARNING AND DEVELOPMENT.

A comprehensive Follow Through project must include the following components:

- instruction
- medical and dental health
- nutrition
- psychological services
- social services
- staff development and career advancement

Overview:

Follow Through projects must serve not only the educational needs of poor children, but their physical, social, and psychological needs as well. A full range of comprehensive services must be provided to low-income project children. The aims of these services should be:

- to ameliorate existing conditions--relating to children, staff, or parents--which may hinder the education and development of the child. Each project must provide for a comprehensive system of detection, referral, treatment, and follow-up so that any deficiency once identified will be remedied. Time lags between referral and treatment must be reduced to a minimum.
- to prevent the development of conditions or problems that would adversely affect a child's full development.
- most basically, to permit home and school in every way possible to promote the optimum mental, physical, and social development of each child.

It is essential that all the above outlined components of a comprehensive Follow Through project be coordinated so that the child is not served in a fragmented, inefficient manner. Teaching and other project staff must meet frequently to discuss and evaluate project activities and exchange information on the behavior of individual children. A system must be worked out so that

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any problem detected by any staff member--as well as any specific opportunities discovered to support the development of a child--be communicated to all other appropriate staff.

Where present services and resources are inadequate, Follow Through funds may be used to expand existing services or establish new services. First, however, every effort must be made to utilize existing school and community resources. Community agencies and resource people in the fields of health, nutrition, social work, and psychology should be contacted early in the planning stages of the project to determine what types of assistance they can offer in program planning and implementation.

1. Instructional Component

EVERY FOLLOW THROUGH PROJECT MUST INCLUDE AN INSTRUCTIONAL COMPONENT DESIGNED TO MEET THE EDUCATIONAL NEEDS OF LOW-INCOME CHILDREN.

The grantee will work closely with its program sponsor and the PAC in developing procedures for implementing instructional aspects of the program approach in Follow Through classrooms.

In those projects where the grantee undertakes the planning of its own Follow Through instructional component--as may be the case in a parent-implemented project, a non-sponsored project, or one of the approaches not primarily concerned with the classroom--procedures for arriving at the rationale and objectives of the instructional component should be set forth by the PAC and the Follow Through professional staff jointly. In such projects, the PAC and Follow Through staff must then jointly plan the instructional component--those classroom and related instructional activities which will be implemented. Planning should focus on methodology, curriculum, staff utilization, aides, specialists, equipment and materials.

Wherever possible, the instructional component should involve parents in classroom activities in order to insure that much of what the child experiences in the classroom will be known and supported in the home.

Follow Through will make new demands on participating teachers, especially in initial implementation stages. Therefore, regular teachers of Follow Through children should not teach more than one class (group) of children. Other non-project responsibilities should be reduced to a minimum.

2. Medical and Dental Component.

EACH FOLLOW THROUGH PROJECT MUST PROVIDE FOR THE COMPLETE MEDICAL AND DENTAL HEALTH CARE OF ITS LOW-INCOME CHILDREN BY MAKING NECESSARY ARRANGEMENTS FOR PREVENTION, SCREENING, DIAGNOSIS, TREATMENT, AND AFTER-CARE.

The Follow Through health component must include, at a minimum:

- a clear plan for medical and dental services, which plan (1) is developed with the assistance of health professionals and (2) details preventive, screening, referral, and treatment procedures.

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- activities to help families take advantage of available health services.
- health education and counseling for children, parents, and staff.
- an evaluation of the results of the health component of Follow Through as they relate to the individual child and the goals of the entire project.

The complete health component includes good preventive care, early detection of defects, appropriate and prompt remedial action, and sustained health supervision.

If a complete physical examination in the pre-school program revealed that a child has no abnormalities or conditions requiring treatment, the urinalysis and hematocrit are within normal limits, he has satisfactorily passed a hearing and vision test, and all immunizations are up-to-date, the child should be scheduled for repeated tests within two years. Should a concern arise from a teacher or parent, an examination or test should be performed sooner. Those children whose examinations have revealed a condition for referral and follow-up should be seen as frequently as the attending physician or medical director of Follow Through advises. Low-income children entering the Follow Through project who have not participated in a pre-school program should on entering Follow Through be given a complete physical examination with all the appropriate tests and screening.

The Follow Through project should use existing sources of health care in the school and the community but, when necessary, should extend, expand, or establish services to insure continuing personal health supervision and follow-up for participating children.

Follow Through funds should be used to pay for those parts of the program which cannot be provided or paid for by programs or funds already available in the community. Medical assistance funds are often available through Title XIX "Medicaid" or through public welfare programs. Services are often available through public or private clinics, programs for crippled children, and school health programs. Project staff should concentrate on helping parents to use such resources. This procedure will not only conserve Follow Through funds but will provide children and their parents with services which can be used by all members of the family on a regular basis.

To insure that services are effectively carried out, qualified health personnel -- both professional and paraprofessional -- should be involved in the planning and be responsible for the implementation of the health component of the Follow Through project.

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3. Nutrition Component

EVERY FOLLOW THROUGH PROJECT MUST HAVE A NUTRITION COMPONENT DESIGNED TO DEVELOP MORE FULLY THE PHYSICAL RESOURCES EACH CHILD WILL BRING TO THE LEARNING PROCESS.

The nutrition component must include, at a minimum:

- a class "A" lunch daily (preferably hot)
- appropriate snacks
- breakfast and/or supper, where necessary
- nutrition education, including an emphasis on familiar as well as unfamiliar foods

Nutrition education should focus on helping all staff, parents, and children understand and appreciate the role of nutrition and food in physical, mental, and emotional development.

Mealtime can accomplish a number of physical, instructional, and social purposes. It can lead to an understanding of the relation of food to health and well-being. Mealtime can broaden children's experiences by introducing them to a variety of foods of different textures, tastes, smells, colors, and origins as well as bringing a new appreciation of familiar foods. Organized and regularly scheduled dining can foster good eating habits. Language and social skills can be acquired as children converse, learn table manners, and develop social relationships.

School cafeterias are frequently regimented, crowded, and noisy. Having the food brought into the classroom can provide the opportunity to serve family style and can enhance the learning process. Children can set tables, help with serving, and clean up. Adults at the table have a better opportunity to observe individual differences, maintain control, and provide for each child only the quantities he can consume -- reducing waste and promoting better habits of food conservation.

The cultural backgrounds of children must be considered in planning meals. Foods with which the children are familiar should be served frequently. New foods should be introduced gradually so that children will become accustomed to them.

Parents should be invited to attend meals as guests and share in the learning experiences with their children. Copies of menus can be sent home with children so that mothers can work out meal planning to complement meals at school. Parents can help acquaint school staff with foods that are served frequently at home.

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There are a number of trained specialists in each community who can assist with the nutrition component -- nutritionists, home economists in health and welfare agencies, school lunch supervisors, county and home demonstration agents, hospital dietitians, home economics women in business (food companies, utility companies, etc.), and nutrition and home economics personnel in schools, colleges, and universities.

Written Sources on Nutrition:

Head Start Nutrition Publication #3A, "Food Buying Guide and Recipes," has been specially prepared to assist food service personnel in planning, purchasing, and preparation of food in appropriate quantities for young children.

A specific ten-lesson course in nutrition and food (described in Head Start Nutrition Publications #3B - "Nutrition Instructors Guide" and #3C - "Leader's Handbook") has been specially designed to assist mothers with marketing food preparation, and storage of food.

4. Social Services Component

EVERY FOLLOW THROUGH PROJECT MUST HAVE A COMPREHENSIVE SOCIAL SERVICES COMPONENT THAT HELPS LOW-INCOME FAMILIES DEAL WITH OR PREVENT PROBLEMS WHICH HINDER THE REALIZATION OF THEIR FULL POTENTIAL.

The Follow Through social services staff should perform at least the following functions:

- assist in identifying children in need of the program.
- provide and interpret information for other project staff about the needs and the social situation of project children and their families.
- develop and maintain a working relationship between all project components and between the project and health, recreational, and social agencies in the community.
- make appropriate referrals for health, welfare, and other services when needed and follow-up on referrals.
- help Follow Through families use existing community services and resources to which they are entitled.
- develop more effective social services in the neighborhood.
- promote maximum parental participation in the Follow Through project.
- train and supervise any non-professional neighborhood workers serving in the project.

- promote desired institutional change so that the school and social service agencies can more effectively respond to and meet the special needs of low-income children and their families.

Social service staff should link the Follow Through project, the family, and related community resources and services. The staff should work with families to encourage and stimulate self-help efforts and should reduce the distance between school and community through a host of outreach and involvement activities. Since these activities are most successful when planned by and with the people affected, the social service personnel should assist in identifying leaders from among low-income project area residents.

To ensure that children and families receive all the services to which they are entitled, staff should help interpret and facilitate the maximum use of community services and resources and act as a strong advocate in obtaining services from local agencies and in referring families to them. Social service aides hired from the neighborhood can help perform these functions.

Staff should concentrate on providing and expediting help or access to help for all families in need, regardless of problem severity. It is important to reach out to all families -- not only those who request help -- both in familiar ways (casework, group work, and community organization) and in unfamiliar ways with new skills and techniques to offer help that can be useful to low-income families.

By helping to mobilize personal, family, and community resources, social services can make it possible for parents to play more effective roles in relation to their children and the educational efforts of the school. Further, parents can be helped to make the neighborhood a place where the educational process can continue outside of school hours.

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5. Guidance and Psychological Services

EVERY FOLLOW THROUGH PROJECT MUST INCLUDE A GUIDANCE AND PSYCHOLOGICAL SERVICE COMPONENT.

Unless the requirements of the program approach dictate otherwise, guidance and psychological staff should concentrate on:

- staff development
- classroom observation followed by consultation with teachers, aides, and other staff members
- work with parents
- individual testing and therapy where required.

The several program approaches being utilized in Follow Through have their foundations in diverse psychological theories of learning and personality development. Opinions concerning guidance and psychological services suitable for young children, based as they are on these same theories of learning and personality development, are also diverse. Therefore, to require a common plan of psychological services for the array of Follow Through program approaches would be inappropriate. Instead, the applicant and the general consultant should work closely with program sponsor--and, in those instances where neither the consultant nor the sponsor has appropriate psychological training, with a qualified psychologist--to develop psychological services appropriate for that community and that approach.

Although specialized psychological treatment should be provided when necessary, the over-all orientation of guidance and psychological services should be preventive and developmental.

6. Staff Development

EVERY FOLLOW THROUGH PROJECT MUST MAKE ADEQUATE PROVISION FOR ON-GOING STAFF TRAINING AND CAREER ADVANCEMENT OPPORTUNITIES.

At a minimum, an effectively functioning Follow Through program must include:

- explicit plans for pre- and in-service training of professional and paraprofessional staff
- career advancement opportunities for paraprofessionals
- special provision for the effective utilization of volunteers
- orientation of relevant non-project personnel to Follow Through

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Comprehensive and continuing staff development opportunities for teachers, aides, administrative and other project personnel are necessary to provide essential orientation and training in the goals, activities, and methods of Follow Through. Therefore, each Follow Through project must include a carefully spelled-out schedule of pre-service and in-service training which involves the total staff.

In communities adopting a particular program approach, the program sponsor and project coordinator must devise a schedule for specialized training which will build upon and be coordinated with regular staff training sessions. Regardless of the specific nature of the program approach, all project personnel must receive a thorough orientation to its goals and procedures.

Training for all project staff, prior to the start of the project, should be planned. This time can be spent in familiarizing staff with Follow Through, deciding upon a plan for inservice training which will be responsive to the expressed needs of the total staff, and setting up classroom for the opening of school.

Inservice training workshops for all staff should take place regularly throughout the year and draw on a wide variety of community and other resources. Weekly staff meetings are essential vehicles for constant communication and coordination between staff working in various components of the project. Joint teacher/paraprofessional training is important to enable teachers and aides to interrelate as effectively as possible.

Wherever possible, building principals, non-project teachers, and other personnel in project schools should be invited to participate in training sessions in order to insure an understanding and acceptance of Follow Through objectives, to promote close working relationships with the project, and to maximize the influence of Follow Through on the school system as a whole. Joint Head Start/Follow Through staff meetings can provide valuable opportunities for an exchange of information and ideas and are strongly encouraged.

Volunteers should be given an orientation to the goals and procedures of the project. They should be used on a scheduled and coordinated basis in order to minimize the disruptions that may result from the constant introduction of new persons into the project.

Creation of paraprofessional positions is only the initial step in establishing a career advancement program. Follow Through projects should establish salary increment, promotion, and benefits schedules for paraprofessionals in order to provide job security and incentives for growth. Each project must set forth a plan to broaden the skills and knowledge of paraprofessionals and enable them to engage in increasingly more complex responsibilities.

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The grantee should help paraprofessionals attain high school equivalencies and, further, in cooperation with institutions of higher education, should explore opportunities for paraprofessionals who so desire to develop the technical skills, educational background, and academic credit necessary to attain professional status. Procedures must be instituted to allow persons in paraprofessional positions to advance to higher positions after appropriate experience and training.

Grantees participating in the nationally contracted Follow Through Supplementary Training Program for nonprofessionals are required to establish career development committees constituted as follows: 50 percent--parent representatives from the PAC; 25 percent--non-professional staff; and 25 percent--professional staff. Other grantees are strongly encouraged to establish similar committees.

F. Project Management

EVERY FOLLOW THROUGH PROJECT MUST HAVE A DESIGNATED COORDINATOR WHO WILL BE RESPONSIBLE FOR OVERALL PROJECT MANAGEMENT.

The Follow Through coordinator must be appointed, with the approval of the Policy Advisory Committee, to a full-time or part-time staff position, depending on the size and needs of the project. The coordinator must perform the following minimum functions:

- work closely with building principals, teachers, other project staff, and parents.
- work with the program sponsor in implementation of the program approach.
- be responsible for coordinating training activities and orienting all staff (professional, non-professional, and volunteer) to program objectives, project activities, and to their individual role responsibilities.
- insure that instructional and the other comprehensive services are interrelated so that the children are not served in a fragmented manner.
- provide for all staff frequent opportunities for interchange of information on project activities and performance of individual children.
- coordinate with CAA, Head Start, and private school officials, and other community agencies involved in the project.
- meet with the PAC chairman and members frequently and engage in mutual consultation and orientation with other parents.
- serve as liaison between the local project and the Federal, regional, and State agencies involved in Follow Through operations.

The project coordinator and other appropriate staff will be expected to attend (1) all national Follow Through meetings and training sessions designed to assist supervisory personnel in fulfilling their tasks and (2) training sessions and/or institutes conducted by the program sponsor for local projects.

The coordinator must work toward facilitating communication among the program sponsor, community, parents, the school, and the many agencies that serve low-income persons. It is especially important that the coordinator work to translate the goals of parents into meaningful realities in the project.

VI. EVALUATION

The USOE will conduct a national evaluation of the Follow Through Program. Comprehensive long-term assessment both within projects and on an inter-project or national basis will be of crucial importance in providing much needed information on the effectiveness of the different program approaches and, especially, of the different approaches in a variety of settings. Since each program approach will be followed in several communities, considerable effort will focus on comparisons among projects of the same general type in different types of settings.

National evaluation efforts will focus on the continuing process of development and implementation of Follow Through designs in school and community; on the impact of the project on pupils, parents, school personnel, members of the community, and the school as a social institution; and on the identification and analysis of "inputs" and "outputs," or benefits.

The success of the evaluation program will depend on a high degree of cooperation from local authorities. Initial evaluation efforts will be undertaken largely in the service of program development--not in order to judge the merits of a program design before it has been fully developed or implemented.

It is anticipated that each grantee will facilitate the work of national evaluation staff in observing project activities, interviewing parents, teachers, and other Follow Through staff, and collecting--through testing or other procedures--whatever additional data may be needed for a comprehensive assessment.

Although there are no fixed requirements for local evaluation, applicants may devise procedures to study questions of particular local interest in their projects and to receive program feedback.

VII. Financial Support

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A. Maintenance of Effort

Each grantee shall give assurances that it will for each school year maintain at least the level of fiscal effort and other services for children in the grades to be served that had been maintained in the previous school year. Project services (provided from Federal or non-Federal sources) must supplement and not supplant services previously provided.

B. Utilization of Funds from Other Sources

Each applicant for a Follow Through grant must try to obtain support for the project from the widest possible range of sources. Follow Through funds should be used in conjunction with funds available from other local, State and Federal sources. In order to avoid duplication of effort, Follow Through projects should be coordinated with other Federal programs which provide similar services, e.g., the Elementary and Secondary Education Act, OEO Neighborhood Centers, Neighborhood Youth Corps, Upward Bound, VISTA, Title XIX of the Social Security Act ("Medicaid"), Adult Basic Education, and U. S. Department of Agriculture National School Lunch Program, Special Milk Program, Child Nutrition Act, and Cooperative Extension Service.

To learn whether assistance may be available from State or local programs, the Follow Through coordinator should contact State agencies (particularly the State educational agency Follow Through or Title I, ESEA coordinator and the State economic opportunity office), local welfare and health agencies, and local government officials.

Title I, ESEA, Contribution

Title I, ESEA funds must be used in conjunction with Follow Through funds granted under the EOA. At least 15% of such combined Federal funds must come from Title I, ESEA except that no LEA will be required to devote more than 10% of its total Title I allocation to Follow Through.

C. Non-Federal Share

Part of the costs of the Follow Through project must be provided by the grantee. Except when reduced in special situations, the monies to be granted with Federal funds allotted under the EOA shall constitute 80% of an amount, of which the remaining 20% must come from non-Federal sources, i.e., the non-Federal share must be equal to 25% of the EOA Follow Through funds.

The 20% non-Federal share may be reduced under the following conditions:

- (1) counties or other political sub-divisions with an average annual per capita income (under 1960 census) of less than \$750 are not in general required to provide non-Federal share.
- (2) counties or other political sub-divisions with less than \$1,000 average per capita annual income (1960 census) but more than

\$750 are generally required to provide at least 10% non-Federal share.

- (3) Where the CAA has been in existence for less than 32 months at the termination date of the grant, grantees are required to provide 10% non-Federal share. If no CAA exists, the number of months will be measured from the time at which OEO or Title I funds were first used to fund a pre-school program. In those cases where the 32nd month provision would go into effect after the scheduled beginning of the Follow Through program, the non-Federal share percentage will be between 10% and 20% computed by the following formula:

$$\text{non-Federal share} = 10\% \text{ (basic)} + \frac{A}{B} \times 10\%$$

A = number of Follow Through program months occurring after the 32nd month

B = total number of Follow Through program months in that grant year

A request for a partial or complete waiver of the non-Federal share requirement must be in the form of a letter and shall state clearly (a) the amount of non-Federal share which the grantee can provide and what part of such contribution is in-kind, (b) that the grantee has made a reasonable effort to raise more non-Federal share and has been unsuccessful, (c) the circumstances which would justify a reduction in accordance with the above, and (d) that the grantee will continue its attempts to try to raise the required percentage of non-Federal share.

Any waiver of part or all of the non-Federal share requirement will be made only for the period of one grant year. Renewal of waivers will be subject to a re-examination of the circumstances by USOE.

Non-Federal share contributed by the grantee must consist of the kinds of services or materials that would be acceptable for direct Federal funding. Contributions may be both cash and in-kind. To qualify as non-Federal share, contributions must play a direct role in the Follow Through project. A contribution is "cash" in any case in which additional money from a non-Federal source is expended in the project by the grantee. A contribution is "in-kind" if it consists of the use of services or property owned by, or donated or loaned without charge, to the grantee.

Both cash and in-kind contributions must be in addition to and must not detract from funds and services regularly provided by the school system for the pupils in the grades to be served in the Follow Through project. The non-Federal share may include the cost to the grantee of additional staff time, support services, and utilities whose extra costs can be identified and priced, the use of space, automobiles, office equipment, and other facilities and equipment necessary to the effective operation of the project, provided they are in

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addition to what the school would provide in the absence of the Follow Through project.

The non-Federal share may be provided by any other public or private agency, or by public donations or contributions, e.g., services, food, clothing, transportation, and space.

In no instance may the non-Federal share include assistance or resources provided through other Federal programs, nor may non-Federal contributions be diverted from other assistance to the poor.

In-kind contributions of materials, equipment, and personal services shall be valued at actual cost as if purchased or rented. The services of non-professional volunteers shall be valued at the prevailing Federal minimum wage rate (currently \$1.60 per hour) or at the local rate paid to regular employees performing comparable work, whichever is higher. The services of professional volunteers shall be valued at the prevailing local rate for such professional services.

Space should be evaluated in terms of rental value, including utilities, maintenance, and any renovated costs contributed. In order to claim rental value, the grantee should be able to demonstrate that (1) other activities have been displaced and there has been a rental or remodeling cost in developing equivalent space for the displaced activity, or (2) the contributed space represents property with a "rental market value" and that it was taken off the market to be used for Follow Through purposes, or (3) in some other manner the use of the space for Follow Through purposes places added costs on the owner.

In the case of property or equipment which is clearly more expensive to rent, or whose life would not exceed the length of the grant period, valuation may be at fair market value on a monthly pro-rated basis. When there is a question as to whether it is less expensive to rent or purchase property or equipment, a comparison of relative costs shall be made on the assumption that the project will continue for three years.

The grantee must maintain records--vouchers, receipts, time and effort reports on volunteer or contributed staff time, etc.--to demonstrate that non-Federal contributions have actually been made.

Letters outlining the extent of commitment from organizations or persons providing contributions and/or services as part of the non-Federal share must be submitted with the project application. This requirement does not include volunteers in the classroom but does extend to professional staff.

D. Restrictions on the Use of Follow Through Funds.

1. General Aid to Education

Under the EOA, Follow Through funds may be used for only those project activities for low-income children which do not constitute general aid

to education or a part of the basic services already available within the school system. Such activities include, but are not limited to, specialized and remedial teachers or teacher aides and materials, physical and mental health and social services staff and programs, nutritional improvement, culturally and educationally enriching experiences, and parent activities.

Follow Through funds may not be used to pay the salaries of regular classroom teachers during the normal school day. (Funds used to pay such teachers may not be considered as non-Federal contribution either.) However, where a school system normally hires kindergarten teachers on a half-day basis, Follow Through funds may be used to pay for those extra hours of classroom service provided by kindergarten teachers to Follow Through children in order to meet the criteria on length of program in Section V, C, above.

2. Services to Low-Income Children

EOA Follow Through funds for health, nutrition, social and psychological services may be expended only for low-income children. If the grantee wishes to provide similar services to non-poor children in the project, funds from other sources must be utilized.

3. Construction, Remodeling, and Leasing

Follow Through funds may not be used for construction of new facilities. Expenditures for renovation, remodeling, rental, or lease may be allowed only if necessary to carry out project activities, need is demonstrated, and costs are reasonable.

See Appendix B, "Grant Terms and Conditions" for further restrictions.

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VIII. PROJECT APPLICATION SUBMISSION AND APPROVALA. Submission of Project Applications

Project applications should be submitted simultaneously in the required number of copies to the following designated offices by April 15 of each year:

<u>Office</u>	<u>No. of Copies</u>
State education agency--ESEA Title I or Follow Through Coordinator	1
State Economic Opportunity Office	1
OEO Assistant CAP Administrator for Head Start (Regional OEO)	1
Dr. Robert L. Egbert, Director Follow Through Program Room 2133 U.S. Office of Education 400 Maryland Avenue, SW. Washington, D.C. 20202	10*
Head Start Follow Through Liaison Office of Economic Opportunity 1111 18th Street, NW. Washington, D.C. 20056	2

*five (5)
copies signed

B. Approval of Project Applications

Decisions about initial funding or refunding of project applications will take into account recommendations by appropriate State educational agencies, State economic opportunity offices, Regional OEO offices, and consultants assigned to assist communities during the project development stage. Final approval of grants will be given by the USOE. Approval of all Follow Through projects is subject to Governor's veto.

Each grant will be individually negotiated to assure (a) that the plans are adequate to provide for a quality Follow Through project of comprehensive services; (b) that the project is reasonable in

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terms of cost; and (c) that the project meets all requirements of the law, regulations, and guidelines.

Grants are made on a year-to-year basis. A grantee will be required each year to submit a project application. Subject to the availability of funds, projects which provide evidence of meeting the requirements of the guidelines and which show normal progress in program development will be re-funded.

C. Planning Grants

In certain instances, a community may receive a small planning grant, to be utilized before the project becomes operational, and which, among other things, may be used to help the community select a program approach.

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Appendix A

Index of Poverty--The Poverty Line

OEO has established a "poverty line" index for determining eligibility of children for Head Start. This same index will be used for Follow Through. The chart below shows, by household size and levels of gross income, those families which are considered to fall below the poverty line.

OEO Poverty Guidelines for FY 1969

<u>Family Size</u>	<u>Non-Farm</u>	<u>Farm</u>
1	\$ 1,600	\$ 1,100
2	2,100	1,500
3	2,600	1,800
4	3,300	2,300
5	3,900	2,800
6	4,400	3,100
7	4,900	3,400
8	5,400	3,800
9	5,900	4,100
10	6,400	4,500
11	6,900	4,800
12	7,400	5,200
13	7,900	5,500

The total family income to be used in determining the eligibility of low-income children in Follow Through should be based on the prior calendar year, or the twelve months previous to school opening, whichever most accurately describes the family's need.

In order to be considered low-income and, therefore, eligible for the full-range of comprehensive services in Follow Through, a child must either (1) have met the above poverty criteria at the time of entrance to Head Start or a similar quality pre-school program or (2) meet the above poverty criteria at the time of entrance to Follow Through. Such a child remains eligible for Follow Through services unless the family income rises \$3,000 above the applicable poverty line.

Children from a family that is on welfare are considered eligible even though the family income may exceed the poverty line.

APPENDIX F

PROJECTS INITIALLY TERMINATED

Projects initially terminated:

1. Texarkana, Arkansas
2. El Monte, California
3. Lamont, California
4. Laurel, Delaware
5. Hillsborough County, Florida
6. Chicago, Illinois (Howland/Lathrop Schools)
7. Chicago, Illinois (Ogden School)
8. Vincennes, Indiana
9. Pittsfield, Massachusetts
10. LeFlore, Mississippi
11. Great Falls, Montana
12. Fort Yates, North Dakota
13. Philadelphia, Pennsylvania (Steven School)
14. Philadelphia, Pennsylvania (Waring School)
15. Dimmitt, Texas
16. Randolph County, West Virginia
17. Wood County, Wisconsin
18. Prince George's County, Maryland
19. Waukegan, Illinois
20. Duval County, Florida
21. Philadelphia, Pennsylvania (Elverson School)
22. Lansing Michigan
23. Riverhead, New York
24. Jefferson Parish, Louisiana
25. Stewarts Point, California
26. Lincoln, Nebraska

APPENDIX G

PROJECTS RESTORED

Projects restored:

1. Texarkana, Arkansas
2. El Monte, California
3. Lamont, California
4. Laurel, Delaware
5. Hillsborough County, Florida
6. Chicago, Illinois (Howland/Lathrop Schools)
7. Chicago, Illinois (Ogden School)
8. Vincennes, Indiana
9. Pittsfield, Massachusetts
10. LeFlore, Mississippi
11. Great Falls, Montana
12. Fort Yates, North Dakota
13. Philadelphia, Pennsylvania (Steven School)
14. Philadelphia, Pennsylvania (Waring School)
15. Dimmitt, Texas
16. Randolph County, West Virginia
17. Wood County, Wisconsin
18. Prince George's County, Maryland
19. Waukegan, Illinois
20. Duval County, Florida
21. Philadelphia, Pennsylvania (Elverson School)

APPENDIX H

PER PUPIL COST BY GEOGRAPHICAL LOCATION,
PROJECT SIZE, AND LOCAL ENVIRONMENT

FOLLOW THROUGH - COST/FUPIL*

Project Size

Small - \$831

Medium - \$751

Large - \$669

Local Environment

Rural - \$703

Suburban - \$715

Urban - \$811

Geographic Location

Northeast - \$840

Southeast - \$681

Midwest - \$732

Southwest - \$823

Far West - \$667

*Based on a sample of 41 projects operating during the period July 1, 1971 - June 30, 1972.

APPENDIX I

TABLE 5. ETHNIC COMPOSITION OF FOLLOW THROUGH
PROJECTS BY STATE, ENROLLMENT, ETC.

TABLE 5

ETHNIC COMPOSITION OF FOLLOW THROUGH PROJECTS BY STATE, ENROLLMENT, ETC.

STATE AND NUMBER OF PROJECTS	Total in Follow Through	FROM LOW-INCOME FAMILIES			FROM NON-LOW-INCOME FAMILIES			Total Follow Through Classrooms	MEXICAN-AMERICAN							PUERTO RICAN/CUBAN				
		With Pre-school Experience	Without Pre-school Experience	Total Low-Income	With Pre-school Experience	Without Pre-school Experience	Total Non-Low-Income		K	1	2	3	Non Graded	Total	K	1	2	3	Non Graded	Total
Alabama (2)	2,027	1,084	575	1,659	167	201	368	69												
Alaska (1)	141	104	11	115	9	17	26	5												
Arizona (4)	1,398	575	446	1,021	106	271	377	55	142	144	124	143	78	631						
Kansas (4)	1,726	672	570	1,242	187	297	484	76			1			1						
California (16)	10,885	6,463	3,039	9,502	823	560	1,383	437	1,129	1,159	1,032	882	71	4,273	18	6	11	6		41
Colorado (4)	1,319	526	392	918	70	331	401	46	152	197	185	223	6	763		1				1
Connecticut (1)	338	188	65	253	56	29	85	16							13	4	3	2		22
Delaware (2)	1,305	906	97	1,003	297	55	302	53				1		1	2	3	1	6		12
District of Columbia (2)	547	478	60	538	9		9	24												
Florida (14)	3,185	1,577	731	2,248	388	549	93	114		2			2	4		38	29	38	4	109
Georgia (3)	2,189	728	1,058	1,786	142	261	403	87												
Hawaii (1)	612	159	224	383	8	221	22	31	1	1				2	6	11	9	7	2	35
Idaho (1)	441	206	140	346	10	85	95	18		12	20	18		50						
Illinois (7)	4,007	2,768	947	3,715	82	210	29	156	10	4	7	7		28	6	10	9	9		34
Indiana (3)	1,048	572	211	783	6	259	265	39												
Iowa (3)	1,065	377	203	670	99	290	395	53	5	4	5	3		17						
Kansas (2)	1,038	654	56	720		318	318	44	28	21	21	16	3	89						
Kentucky (4)	2,712	1,429	371	1,800	29	883	912	87												
Louisiana (3)	1,680	1,162	361	1,523	71	86	157	69												
Maine (1)	463	114	156	270	6	187	193	8												
Maryland (2)	1,180	928	232	1,160	7	13	20	46												
Massachusetts (5)	1,541	808	599	1,407	79	55	134	64							5	6	5	2	42	60
Michigan (5)	2,228	1,641	353	1,994	91	143	234	92	11	13	11	6		41						
Minnesota (2)	1,184	458	1,115	573	53	548	611	51	1		1	2		4						
Mississippi (4)	1,752	724	791	1,515	137	100	237	78												
Missouri (5)	2,198	1,524	872	2,396	35	67	102	96	20	25	22	27		94						

COMPOSITION OF FOLLOW THROUGH PROJECTS BY STATE

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Table 5--Continued

AMERICAN INDIAN						BLACK						OTHER MINORITY						WHITE					
K	1	2	3	Non Graded	Total	K	1	2	3	Non Graded	Total	K	1	2	3	Non Graded	Total	K	1	2	3	Non Graded	Total
	1				1		575	457	541	172	1,745			2			2		78	81	119	1	279
27				95	122														2			17	19
72	102	62	65	262	563	20	15	24	17	11	87							28	24	20	29	16	117
			1	1	124	245	188	166	4	727	1	1	1		3	69	314	288	315	8	994		
32	34	35	23	2	126	1,298	1,296	1,156	1,133	310	5,193	25	23	33	37	17	135	313	287	203	175	139	1,117
1	1	1		1	4	3	33	32	38		106	1	1	2		4	72	135	108	106	15	436	
						88	33	38	66		225	1		1		2	27	24	21	17		89	
						215	233	217	216		881		4	7		11	5	130	132	133		400	
						97	77	65	46	262	547												
						230	417	489	481	76	1,693	2			1	3	149	351	324	295	257	1,376	
			1	1	219	348	369	460		1,396						22	230	293	247		792		
			1	1				1		1	103	97	111	98	15	424	38	32	34	36	9	149	
	15	14	29		58		11	10	11		32		3	4	1	8		99	95	99		293	
1			1		2	946	898	914	811		3,569	1			1	2	90	104	86	92		372	
						92	128	110	133		463		2			2	131	179	125	133	15	583	
						172	172	178	76		598	1				1	142	129	116	61		448	
7	8	2	2		19	110	112	91	90	12	415	2	2			4	148	110	136	112	5	511	
						226	268	262	244		1,000						557	598	557			1,712	
						84	292	279	298		953				1	1	84	210	223	209		726	
															463	463							
						289	337	343	177		1,146						4	6	13	11		34	
						11	26	20	19	309	385	57	64	44	51	39	255	151	150	153	143	244	841
2		1	4		7	465	414	434	406		1,719	8	1	5	4	18	123	114	85	121		443	
5	11	5	9	4	34	8	5	5	4	2	24	2	2	1		5	270	256	250	274	67	1,117	
92	93	116	111		412		332	340	313		985						112	117	126			355	
						366	371	331	332	31	1,434	4	4	2	1	11	169	246	259	285		959	

Table 5--Continued

DATE AND NUMBER OF PROJECTS

DATE AND NUMBER OF PROJECTS	FROM LOW-INCOME FAMILIES			FROM NON-LOW-INCOME FAMILIES			Total Follow-Through Classrooms	Mexican-American							Puerto Rican/Cuban					
	Total in Follow Through	With Preschool Experience	Without Preschool Experience	Total Low-Income	With Preschool Experience	Without Preschool Experience		Total Non-Low-Income	K	1	2	3	Non Graded	Total	K	1	2	3	Non Graded	Total
Montana (2)	832	585	110	695	7	130	137	32	2	5	4			11						
Nebraska (1)	1,032	252	292	544	29	459	488	47	9	6	7	5	1	28	1	1	1	1	1	4
Nevada (1)	413	147	166	313		100	100	25	3	4	4	7		18						
New Hampshire (1)	306	90	56	146	2	158	160	14												
New Jersey (5)	2,450	2,267	183	2,450				141							81	51	35	28	49	244
New Mexico (3)	1,376	716	319	1,035	121	220	341	58		147	123	131	4	405						
New York (14)	5,736	3,982	1,624	5,606	64	66	130	223					1	1	113	116	109	126	229	693
North Carolina (4)	2,870	1,334	651	1,985	474	411	885	85												
North Dakota (2)	853	473	286	759	30	64	94	34							1					1
Ohio (4)	1,982	1,081	708	1,789	119	74	193	76												
Oklahoma (2)	1,188	470	238	708	318	162	480	55	2	7	4	4		17						
Oregon (1)	910	469	235	704	65	141	206	33		3		1		4	1					1
Pennsylvania (9)	6,742	3,775	2,373	6,148	230	364	594	242							151	218	185	174	4	732
Puerto Rico (1)	1,381	1,282	40	1,322	59		59	53							394	434	393	160		1,381
Rhode Island (1)	753	753		753				30												
South Carolina (4)	2,346	1,627	463	2,090	157	99	256	88												
South Dakota (2)	947	537	253	790	76	81	157	40												
Tennessee (4)	2,708	1,175	744	1,919	329	460	789	103												
Texas (7)	4,359	2,895	908	3,803	302	254	556	181	313	680	752	677	115	2,537						
Utah (1)	466	212	190	402	17	47	64	20	41	28	48	44		161						
Vermont (2)	522	211	216	427	31	64	95	25												
Virginia (2)	1,583	617	683	1,300	40	243	283	63												
Washington (4)	2,597	1,141	783	1,924	123	550	673	119	41	36	39	47	6	169	1					1
West Virginia (2)	622	200	149	349	160	113	273	28												
Wisconsin (3)	765	492	59	551	19	195	214	45	15	16	12	12		55						
Wyoming (1)	346	174	68	242	7	97	104	12	7	9	5	6		27						

COMPOSITION OF FOLLOW THROUGH PROJECTS BY STATE (Continued)
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Table 5--Continued

AMERICAN INDIAN						BLACK						OTHER MINORITY						WHITE					
K	1	2	3	Non Graded	Total	K	1	2	3	Non Graded	Total	K	1	2	3	Non Graded	Total	K	1	2	3	Non Graded	Total
110	128	118	136		492		2		2		4	2	1	1			4	97	89	82	53		321
9	8	7	12	1	37	23	16	31	32	4	106	4		1	2		7	283	193	226	110	38	850
25	18	20	30	11	104	15	26	26	20		87	1	6	2	4		13	38	50	55	48		191
																		55	64	91	81	15	306
						448	489	463	485	240	2,125		6	9	3		18	10	14	13	13	13	63
112	186	213	1	3	515		2	1	2	1	6					295	295	6	39	36	24	50	155
52				167	219	881	976	1,004	886	46	3,793	41	44	48	43	70	246	209	169	138	135	133	784
96	114	115	113		438		341	389	486	148	1,364							249	359	372	88		1,068
178	197	209	230		814													11	8	8	11		38
						231	538	516	570		1,855							25	27	46	29		127
7	20	17	18		62	50	48	55	43		196							168	250	258	237		913
2					2	178	115	136	91		520	2	1		1		4	202	84	52	41		379
	1				1	1,146	1,164	1,099	1,109	194	4,712	10	3	11	1		31	278	388	308	268	23	1,265
	1				1	134	112	127	121		494							66	81	58	53		258
						109	647	602	646		2,004							5	117	108	112		342
						174	203	187	164	70	798				3		3	27	34	28	56	1	146
						354	266	301	272	1,193								387	357	350	421	1,515	
		3	2	3		183	420	368	313	50	1,334	1	1		1		3	3	124	145	133	77	482
1	2	4	1		11	11	16	7	15		49	1	2	3			6		62	65	58	54	239
						2			8	2	6							134	81	60	91	170	516
						109	65	307	169		650	1	1				2	283	257	344	47		931
47	45	45	56	2	195	208	187	168	98	5	666	38	53	38	20		149	378	346	334	327	32	1,417
			1		1		5	8			22							197	197	188	23		599
28	31	24	36		119	96	75	64	59		294							60	88	99	50		297
30	43	29	29		131													48	46	47	47		188

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