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# Federal Funds Under Title I of the Elementary and Secondary Education Act Will Help the High School Dropout Complete His Education

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FEDERAL FUNDS UNDER TITLE I  
OF THE ELEMENTARY AND SECONDARY EDUCATION ACT  
WILL HELP THE HIGH SCHOOL DROPOUT  
COMPLETE HIS EDUCATION

---

A Thesis  
Presented to  
the Graduate Faculty  
Central Washington State College

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of Education

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by  
Jean E. McCarl  
August, 1966

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SPECIAL  
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APPROVED FOR THE GRADUATE FACULTY

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## INTRODUCTION

The problem of the high school dropouts has become more acute as changing conditions in the world today have created a situation that brings the plight of these youngsters into sharper focus than at any other time in the nation's history.

Technical advances, automation, and mass migrations have all combined to alter the possibilities for employment that were formerly available to this person. Educators, sociologists, and businessmen view this situation with alarm as society no longer has a place for these untrained, unskilled dropouts. (26:217)

What happens, then, to the sixteen or seventeen year olds who drop out of school? Many become a potential social problem. They make significant contributions to our national rising crime rate, add to the rolls of the unemployed who must live on welfare, and produce a negative influence on many other students who are still enrolled in school but are looking for an excuse to drop out. (24:45)

In our society today as citizens of a democracy we are expected to be able to participate effectively in

three functions: (8:60)

1. Share in the responsibilities of state, local, and national government.
2. Participate in the production and distribution of needed goods and services.
3. Undertake the duties associated with the establishment and maintenance of a home.

The high school dropout is not adequately prepared to perform any of these functions because of his limited training. The waste of human potential, talents, and resources is the tragedy that is unforgivable. (26:217)

#### STATEMENT OF THE PROBLEM

The problem facing the dropout is that society has no place for him. The job market for unskilled labor no longer exists in quantity, and it therefore becomes a problem of national concern as the number of dropouts steadily increases.

We must, therefore, find a way to reach these young people and education seems still to be the best avenue of approach, for without it they can go only so far and will find many doors being closed to them.



If we sincerely believe in equal educational opportunities for all, then the schools have failed to do their jobs. Studies of dropouts reveal that one of the main reasons for dropping out of school is dissatisfaction with the school. Sputnik caused a flurry of excitement regarding the talented student and stepped up programs in mathematics and science, but the potential dropout is at the other end of the scale. We have often heard educators say what could be done for all students if finances were only available.

The purpose of this study is to determine if federal aid to education under Title I of the Elementary and Secondary Education Act will help the potential dropout student to complete his education. This will be done by surveying the literature to (1) obtain information and statistics on the present status of the high school dropout, and (2) determine to what extent new educational programs and curricula being initiated under federal aid will affect and benefit the dropout or the potential dropout.

## CHAPTER I

### THE HIGH SCHOOL DROPOUT

#### I. STATISTICS AND REALITIES OF THE JOB MARKET

The phenomenon of the school dropout is not new. It is probably as old as the schools themselves. In the past, it was customary and expected that the majority of students in high school would drop out before graduation. Until thirty years ago there was ample opportunity for employment although the majority of jobs were of the unskilled variety. Students who lived in rural areas dropped out of schools to work on the farms and were considered an economic asset to their families. Demand for unskilled labor in factories, household help, clerical and sales work drew many young people into the labor market before completing high school.

The high school dropout of yesteryear was not necessarily at the lower end of the scale intellectually and was therefore able to work his way up in the world. History is full of stories of men who "made good" or made their fortunes in a growing economic country with a

limited amount of education. Opportunity was here for all and this equality of opportunity attracted inhabitants from many other countries with diverse cultures and just as diverse ideas of education. (11:Ch. 1) Less value was placed on being a high school graduate fifty years ago and more on the person's ability to contribute to the welfare or income of the family.

World War II brought about great changes in our nation. We have become a consuming economy rather than a producing economy. (10:72) Knowledge has doubled about every decade. Automation and technical advances have caused great migrations from the rural areas where there is no longer need for unskilled labor. The cities have become swarming masses of humanity with little hope of solving the dilemma of unemployment, poverty, crime, and waste overnight. In 1950, there were 9½ million young people, ages ten to nineteen, living in rural areas; in 1960, only ten years later, the figure was 6.1 million persons, ages 20-29 living in such areas. (19:3) Of the 3.4 million who migrated to the cities, those with limited education will be the most disadvantaged for the jobs that they would be capable of filling are fast disappearing.

The baby boom following World War II reaches the crucial age of sixteen during the decade of the sixties. Twenty-six million youngsters will enter the world of work and of this number it is estimated that  $7\frac{1}{2}$  million will be high school dropouts. (26:216) The annual dropout rate of 700,000 students is approximately 40 per cent of those who enroll and could be potential graduates. (14:98) The holding power of the high schools has actually increased as the dropout rate of fifty years ago and later was over 50 per cent. It was expected then that more students would drop out than graduate. The difference now is that with the great increase in population, many more students are presently enrolled than ever before so although the percentage of dropouts is smaller, the number is greater. Secondary school enrollment has about doubled since 1954 when there were approximately 8.2 million students attending. Projected enrollment for 1974 is 19.9 million, which will be about 225 per cent more than in 1954. (34:71)

What are the realities of the job market for those with whom we are concerned? Our national employment rate has not fallen below five per cent in the last five years.

Characteristic of those unemployed are the facts that two-thirds of all those who did not complete high school are employed in unskilled or semi-skilled jobs, such as laborers, operatives, or household workers. Two-thirds of the unemployed have less than a high school education and almost all of these belong to the ranks of the unskilled and semi-skilled. The present average unemployment rate among 16 to 21 year olds is 25 per cent. (26:216) In the deprived slum areas, Conant gives this figure as high as 70 per cent. (12: ) People are not unemployed because they are high school dropouts but because the kinds of jobs that would be available to them with their limited training are fast disappearing from the job market. Job opportunities for high school dropouts are shrinking much more rapidly than the high school dropout rate is declining. (19:84)

The job outlook for high school dropouts during the 1960 decade can best be appraised by noting the growth in the labor force in prospect in Table I. The number of workers in the United States is expected to rise by about 12.6 million between 1960 and 1970. (19:85)

TABLE I  
 CHANGES IN TOTAL LABOR FORCE BY AGE  
 1950 TO 1970

Age	Number (in millions)				Change		
	Actual		Projected		1950-60	1960-70	
	1950	1960	1970	No.	Per cent	No.	Per cent
Under 25	13.3	13.7	19.9	0.4	2.7	6.2	45.0
23-34	15.1	15.1	16.7	0.1*	-0.3	1.6	10.7
35-44	14.1	16.8	16.5	2.7	18.8	-0.3	-1.5
Over 45	22.2	27.5	32.6	5.3	24.1	5.1	18.5

\*Less than 100,000

To gain the greatest insight of the magnitude of the increase in work population, one should compare the net increase of those under 25 entering the work world in the 1960's, 6.2 million, with the same age group of the 1950's which numbered only 400,000. The anticipated increase for this decade is more than fifteen times that of the last. Table II illustrates the results of the increased birth rate in 1947 following the end of World War II. The table indicates the number of youngsters reaching the age of eighteen each year, the age at which they ordinarily enter the labor market. (19:87)

As previously noted, one of the most dramatic changes in our economy has been the shift from a producing economy to a consuming economy (10:72), consequently there has been a steady decline of employment in goods-producing industries such as agriculture, manufacturing, mining, and construction and a continued rapid expansion of the service sectors of the economy, especially trade, services, and state and local government. (19:88) Today's situation contrasts sharply with the early history of our nation when almost everyone who worked was a producer of goods. (10:72)

TABLE II  
NUMBER OF PERSONS REACHING 18 YEARS OF AGE  
(in millions)

<u>Year</u>	<u>Number</u>
1950	2.2
1955	2.2
1960	2.6
1961	2.9
1962	2.8
1963	2.8
1964	2.8
1965	3.8
1966	3.6
1967	3.6
1968	3.6
1969	3.7
1970	3.8



Since 1930, the importance of goods-producing industries and service-producing industries has just about been reversed, as shown in Tables III and IV. The mechanization of the farm has accounted for some of this reversal. At the beginning of this century about one person in three worked on a farm, but now it is about ten per cent. (19:88)

Because of the great increase in productivity resulting from technological advances in industry, white collar workers now outnumber blue collar workers. The vocations that require the least education are rapidly becoming less important in our economy. The smaller home, high labor cost, and the many inventions of labor-saving devices have reduced the need for domestic labor, as the mechanization of the farms have reduced the need for farm labor. This is shown in Table V.

The need for professional and technical workers was so great in the 1950's that schools were unable to meet the demand. It is evident that this need will continue in the present decade. The fastest expanding occupations are those that require the highest amount of training and education. Table VI indicates the projected gain of employment for

TABLE III

## PER CENT DISTRIBUTION OF EMPLOYMENT, BY INDUSTRY DIVISION

Industry division	1947	1957	1962
<u>Goods-producing industries</u>	51.3	45.9	41.8
Manufacturing	29.8	29.0	27.7
Durable goods	16.1	16.7	15.6
Non-durable goods	13.7	12.4	12.1
Mining	1.8	1.4	1.1
Construction	3.8	4.9	4.5
Agriculture	15.8	10.5	8.6
<u>Service-producing industries</u>	48.7	54.1	58.2
Transportation	8.0	7.2	6.5
Trade	17.2	18.4	19.1
Finance, insurance, real estate	3.4	4.2	4.6
Services and miscellaneous	9.7	11.4	12.8
Government	10.5	12.9	15.2
Federal	3.6	3.7	3.9
State and local	6.9	9.1	11.3

TABLE IV

TRENDS IN 1930-70 PER CENT DISTRIBUTION OF EMPLOYMENT  
BY GOODS AND SERVICE-PRODUCING INDUSTRIES (19:89)

---

Year	Goods- producing	Service- producing	Year	Goods- producing	Service- producing
1930	56	44	1955	47	53
1940	54	46	1960	45	55
1945	53	47	1965	44	56
1950	49	51	1970	43	57

---

TABLE V  
EMPLOYMENT BY MAJOR OCCUPATIONAL GROUP (19:90)

Occupational group	Number (in millions)			Per cent distribution		
	1950	1960	1970	1950	1960	1970
<u>All groups</u>	59.7	66.7	80.5	100	100	100
White collar	22.4	28.8	37.5	38	43	47
Manual	23.3	24.3	27.6	39	36	34
Service	6.5	8.3	11.1	11	13	14
Farm	7.5	5.4	4.2	12	8	5

TABLE VI

EMPLOYMENT CHANGE AND EDUCATIONAL ATTAINMENT  
OF EMPLOYED PERSONS BY OCCUPATIONAL GROUP

Occupational group	Change 1960-70		Median school years completed March, 1962
	Number (millions)	Per cent	
<u>All groups</u>	13.8	21	12.1
<u>White Collar</u>	8.7	30	
Professional and technical workers	3.2	43	16.2
Managers and proprietors	1.5	21	12.5
Clerical and kindred workers	3.0	31	12.5
Sales workers	1.0	23	12.5
<u>Blue Collar</u>	3.3	14	
Craftsmen and foremen	1.7	20	11.2
Operatives and kindred workers	1.6	13	10.1
Laborers, except farm and mine	0	0	8.9
Service occupations	2.8	34	10.3
Farm occupations	-1.2	-22	8.7

the professional and technical workers in the 1960's is 43 per cent as compared to an over-all gain of 21 per cent in all areas. Less than 2 out of every 100 high school dropouts find employment in the occupational group. (19:92)

The bleak outlook for the high school dropout is brought into even sharper focus by the data revealed in Table VII. Only 22 per cent of white collar workers had less than four years of high school in March, 1962 while 65 per cent of the blue collar workers reported less than a high school education. Again we see the tendency for the high school dropout to make up that part of the labor force which is declining. (19:93)

The proportion of high school dropouts in the nation's work force has been steadily declining as the level of educational attainment has grown, as revealed in Table VIII. The median years of school completed have grown three years in the period from 1940 until 1962 and will undoubtedly continue to rise. In 1940 the average number of years of schooling completed was 9.1 while in 1962 it had risen to 12.1. Two out of three American workers in 1940 had less than a high school education but by 1962 less than half of the nation's workers were high school dropouts. (19:95)

TABLE VII

OCCUPATIONAL DISTRIBUTION OF THE EMPLOYED 18 YEARS & OVER  
BY EDUCATIONAL ATTAINMENT, MARCH 1962

Occupational group	Less than high school graduation	High school graduation	Some college education
All groups	46	32	22
White collar	22	38	40
Professional and technical workers	7	17	76
Managers and proprietors	33	34	33
Clerical and kindred workers	21	57	22
Sales workers	31	40	29
Blue collar occupations	65	29	6
Craftsmen and foremen	57	34	9
Operatives and kindred workers	68	27	5
Laborers, except farm and mine	75	21	4
Service occupations	65	27	8
Farm occupations	72	21	7

TABLE VIII

TRENDS IN EDUCATIONAL ATTAINMENT OF THE LABOR FORCE  
18 YEARS OLD AND OVER

---

Year	Median school years completed	School dropouts	High school graduates	Some college
March 1962	12.1	46.2	32.1	21.7
March 1959	12.0	49.2	31.7	19.1
March 1957	11.7	51.5	30.5	18.0
October 1952	10.9	55.6	27.8	16.6
October 1948	10.6			
April 1940	9.1	68.1	19.7	12.2

---



Despite the declining rate of dropouts and the fact that more youngsters are staying in school longer, the increase in the number of young people in the 1960 decade will still see the labor market invaded by the projected 7½ million dropouts. From what we have noted so far in regard to the diminishing opportunities, the increased level of educational attainment of those now employed, and the actual number of dropouts with whom we must contend, one can begin to perceive the nature of the problem.

## II. CHARACTERISTICS OF THE DROPOUT

If we hope to determine whether new programs and curricula to be reviewed will benefit the high school dropout, we must examine him "in toto". Who is he? What are some of his characteristics? What are his symptoms? What are some of the factors contributing to his case? Why does he quit school?

There is no composite picture of the dropout nor is there a pat formula for solving his problem. However, many studies have brought out some general characteristics that bear reviewing.

A study by McCreary and Kitch, "Now Hear Youth", (30:5) listed the following major reasons given by students themselves for quitting school. They were as follows:

1. Dissatisfaction with school -- 57 per cent
2. Marriage -- 25 per cent
3. Financial -- 13 per cent
4. Military -- 5 per cent

The author surmises that the 57 per cent figure is too low as marriage and joining the service may be a result of dropping out of school rather than a cause. Kimball Wiles (37:57) considers such broad general reasons as respectable statements that serve to cover the real reasons for leaving school.

Douglas Blocksma, in an intense study of dropouts in Grand Rapids, Michigan, listed twenty-two "symptoms" that constitute potential reasons for students dropping out of school. (36:57)

1. Not being promoted or being passed on trial to the next grade.
2. Being two years older than one's grade group.
3. Having a poor attendance and tardiness record.
4. Aggressively resisting authority.

5. Having little or no interest in school.
6. Reading below one's mental age.
7. Having very little energy or being overly active (especially if a boy).
8. Attending a number of schools.
9. Being ignored or actively disliked by teachers.
10. Being ignored or actively disliked by fellow students.
11. Having playmates who are much older or much younger.
12. Having major interests and friends outside the school.
13. Being under psychiatric treatment.
14. Living in a broken home (especially if the family has no meals together).
15. Being seriously handicapped physically.
16. Having to receive books and supplies from the board of education.
17. Being different in size, physique, nationality, and dress.
18. Being financially unable to do what the rest of the group does.
19. Having an IQ of eighty or below.
20. Not participating in any extracurricular activities.

21. Refusing to participate in gym activities; refusing to get undressed in front of others; insisting on standing on the sidelines.
22. Feeling inferior educationally in comparison to a brother or sister, or being ashamed of a brother or sister's record.

The U. S. Office of Education lists eleven characteristics of dropouts. They often, if not usually:

1. Come from families whose members are engaged in unskilled and semi-skilled occupations.
2. Come from families with low incomes.
3. Come from families with low cultural environments.
4. Are retarded in school.
5. Begin school later than other children.
6. Make considerably lower scores on intelligence tests.
7. Make considerably lower achievement test scores for their age than the average.
8. Make somewhat lower achievement test scores for their grade than the average.
9. Make lower marks than other students.
10. Are less emotionally mature--nervous, feel less secure.
11. Lack interest in school.

Tuel, in a very recent study, groups the main characteristics in six categories: (30:7-8)

1. Strong correlation between dropouts and the lower end of the socio-economic scale.
2. Family stability (significantly greater incidence of homes broken by death, divorce, or separation among dropouts).
3. Retardation to a significant degree (54 per cent of those studied retarded one or more grades).
4. Mean IQ about ten points lower for dropouts.
5. Boys tend to quit earlier than girls.
6. Lesser participation in extra-curricular activities.

Cassel and Coleman (8:61) in their study group the characteristics under three headings: school related, social, and personal. Those that are school related are:

1. Failure of one or more school years.
2. A year or more behind in reading or arithmetic at the seventh grade level.
3. Poor school attendance and numerous truancies.
4. Little or no participation in extra-curricular activities.
5. Attendance at numerous elementary schools.
6. School marks predominantly below "C".
7. Expresses little interest in school or learning.

## Social related:

1. Very few friends and associates and not well-liked by peers.
2. Poor general and personal adjustment.
3. Distrustful and resentful toward adults.
4. Has feelings of not belonging.
5. Girls tend to go steady with older boys.
6. Boys tend to own a car.
7. Often in difficulty with community agencies and the law.

## Personal related:

1. Usually purposeless and has no personal goals for achievement.
2. Low scholastic aptitude (IQ above 109 - 6 per cent, below 90 - 46 per cent).
3. Sixteen years of age or older.
4. Physically quite small or quite large for age group.
5. Frequently ill and usually easily fatigued.
6. Usually from weak or broken home.
7. Family in low income group, usually from trade or labor occupations.
8. Education of parents usually below eighth grade level.
9. Five or more children in the family.
10. Attitude of parents negative or vascillating.

Although there is some overlapping in these four reports of studies made, a general picture begins to emerge. No one dropout possesses all the characteristics listed but a combination of any four or more should point out a potential dropout for he is neither adept at concealing his intentions nor is he inclined to do so. (14:98)

The fact is that the potential dropout does not like school for it is distasteful to him. Analysis of the previous data would indicate that the schools are not providing the kind of education needed by this type of student nor the social environment. Some studies of dropouts have revealed where the high school failed to meet their needs. In the study of Grand Rapids, Michigan (36:58) from the hundreds of school leavers, not one was found to be a member of a club, team, or status group in the high school. Many schools do not provide adequate opportunities for students to participate in leadership or even active membership of groups or activities. Lower class students are frequently short-changed. This occurs for many reasons. Oftentimes, teachers themselves being from the middle class and with middle class standards fail to understand or relate to the child from

the lower class strata. Each social class has its own culture and its own set of values which is completely different from that of another. The problems of the lower class child are often further magnified by this difference of values. Studying, being polite, courteous, and using good English may not be highly valued by the lower class youth or his parents so consequently when he is held to rigid middle class standards of behavior, he rebels.

The social life of the school and the extracurricular activities are almost exclusively the property of the middle class. A study by Harold C. Hand revealed that the hidden costs involved in attending a high school for the average pupil can reach proportions that are completely prohibitive for the lower class student. This middle class exclusiveness extends to the parents as well as evidenced by membership in parent organizations. Parents from the upper classes do not come and parents from the lower classes are made to feel unwelcome. (10:82)

Last but certainly not the least of the contributing factors to be discussed in this paper are the deficiencies in the high school curriculum which affect the student's



decision to leave school. A great deal of revision has taken place in the last few years as far as text books, extracurricular activities, and the addition of many new and worthwhile courses to the curriculum. However, many schools have only given lip service to actually helping or providing for the lower class student or slow learner. The tough competition generated with the Soviet Union since Sputnik has caused the educational program to swing back to the more traditional academic centered curriculum. In his report on the American high school, Conant (11:Ch. 3) emphasizes repeatedly the need to challenge the talented student but does not give equal time to recommendations for those at the opposite end of the talent scale.

Much has been written and advocated in regard to changing the curriculum and the methods of presenting it so that it will become more palatable to the slower student or the potential dropout. Recent studies indicate, however, that a daily assignment from text books is the most common practice in the high schools today. (1:12) Even though this method of learning has been repudiated by psychologists and educators, it has had little effect on actual classroom

practice. Also contrary to the modern theory of learning is the daily assignment, daily recitation technique which lends itself admirably to the cover-the-ground philosophy but contributes little in the way of creativity, initiative, or self-direction. Oscar Hoch has summed up many of the deficiencies of the modern high school as they affect the potential dropout.

1. An absence of broad and flexible programs to meet individual differences.
2. A frequent projection of our school programs as a series of separate and unrelated courses.
3. A failure to relate pupils to the real world of work.
4. A failure of our vocational programs to save our potential dropouts from the demise they encounter in the academic school program by subjecting them for at least half the time to the same subjects and the same teaching methods which have already proved to be ineffective.
5. A program which is more adaptive to the conforming well-behaving female image, and less suitable to the aggressive and non-conforming male.
6. Failure to provide available extracurricular activities to meet the needs and interests of all students.

George Brain in preparation for a conference on the dropout problem asked the superintendents of the cities involved in the Research Council of the Great Cities Program for School Improvement to list negative practices which influence the potential dropout from the administrative and supervisory level. Though, as Dr. Brain states (20:137) administrative and supervisory practices in their traditional form would be expected to be sensitive to these problems, the following list was presented:

#### Negative practices

1. Relying on the legal sanction for pupils beyond the compulsory age limit to drop out of school as a way to solve the case of "problem pupils".
2. Closing the school doors on returnees who previously dropped out of school.
3. Use of autocratic or rigid grouping procedures and inflexible grading standards by some teachers, administrators, and supervisors. (This practice was noted by a majority of the large city school systems as tending to discourage and frustrate good students and as being totally unacceptable to the potential dropout.)
4. Failure to provide curricular adaptations for teenage low achievers who are not academically or vocationally inclined.

5. Using the vocational schools as a dumping ground for children unable to cope with academic work, without making provisions for the necessary adjustment of courses.
6. Failure to follow up problem cases after referrals have been made to agencies outside the school.
7. Failure to follow through on referrals, particularly those which are initiated near the close of the school term.
8. Assigning too many problem pupils to a class and staffing the class with an inexperienced or inadequately prepared teacher.
9. Assigning too many tasks and too many pupils to the school counselor. (This practice requires the counselor to concentrate on problem cases or functions rather than allow the necessary time for identification of potential dropouts and suggest preventative measures which might be employed successfully by teachers and supervisory and administrative personnel.)
10. Failure to provide adequate physical and educational facilities and the special services helpful in meeting the needs of the dropout.

Although this list of practices was made by only the superintendents of the Great Cities Program, the cities studied make up approximately one-sixth of the population of the United States. The list is very familiar and very indicative of what many schools do and continue to do while the problem of the dropout takes nourishment and thrives.

The factors that contribute to the dropout student are not exclusively those of the high school although he is most closely associated with this level as he reaches the end of compulsory attendance at the age of sixteen when he is most likely to be in high school. Many of his problems can be traced back to the elementary school where early in his career he became convinced he was "dumb", "stupid", "different" or "slow". By the time he reaches junior high or high school, he has accepted the role as an outsider, especially if he is from the lower class. Verbal ability, cleanliness, quietness, good behavior are not the values the child has learned in his home or gang and he finds in high school that positions of leadership and honor are always dominated by the better students and the middle class. He often resorts to delinquency or truancy which are usually indications of the school's failure to meet his needs.

President Kennedy became very concerned about the high school dropout and in 1963 issued an all-out appeal to students to return to their classes in the fall. Many of them did go back but the schools were not ready to begin the huge task of rehabilitation, partly because of the old and ever present bugaboo--finances.

We may recap this section briefly by presenting the dropout in his present status. He is present in ever increasing numbers; his opportunities are extremely limited; schools and society have failed to meet his needs; he is bitter, disillusioned, or resigned to his station. What are his chances? By some miracle will he become an asset to society rather than a burden; a tax paying, voting citizen rather than a name on the welfare rolls? Will Federal aid be the answer?

## CHAPTER II

### THE ELEMENTARY AND SECONDARY EDUCATION ACT

The Elementary and Secondary Education Act of 1965 which was signed into law last April by President Johnson was heralded from coast to coast as the greatest opportunity local schoolmen have had to remedy many of the conditions that have existed in their local school districts. Allocation of Federal funds described by some as the most exciting area in education today has been under way since last September. Educators long hampered by the shackles of inadequate finance now have the opportunity to use their imagination and initiative to carry on some of the programs they may have dreamed about but never hoped to accomplish.

This paper will be concerned only with Title I which accounts for the largest share of funds under the ESEA and which gives local school districts the greatest amount of freedom in determining how the funds shall be used.

The purpose of Title I is to furnish funds to local districts for special programs to help children from the lower income families--a step in the direction of providing

equal educational opportunities for every child. Low income families are those designated whose income is less than \$2,000 annually, or a family which receives more than \$2,000 in aid to dependent children under the Social Security Act. Money will not be given automatically to any district regardless of the number of underprivileged or low income families. The district must plan a suitable program that will insure the most benefit to the most children. All money under the Act is to be spent by public school authorities but they must make provisions to include educationally deprived pupils from private and parochial schools.

\$1.06 billion will have been distributed to school districts by the end of the current school year.

The second purpose of this study was to survey some of the programs already in progress and others that have been proposed or may be continued under Title I. As it is difficult to isolate each Title completely, it should be understood that some projects surveyed or parts thereof may be financed jointly with funds granted under another Title heading or the Economic Opportunities Act. Every effort will be made, however, to limit this paper to Title I.



To avoid repetition, some of the projects will be described very briefly while others that are more representative will be described in more detail. However, to make the surveys more uniform, four areas will be outlined: the name of the project, its aims or targets, location, and procedure or plan of attack.

## I. PROJECTS UNDER TITLE I

### 1. PROJECT: COMMUNITY SCHOOLS (2:10)

**AIM:** Upgrade the total community by giving children a real opportunity to learn.

**LOCATION:** Jefferson County, Kentucky

**PROCEDURE:** The program is based on two assumptions:

1. Impoverished children do have the ability to learn if given the opportunity.
2. If you substantially improve the education in a community, you will facilitate substantial improvement in all other areas as well.

**PLAN OF ATTACK:** "Saturation approach" to educational deprivation. The following steps have been initiated:

1. Additional personnel have been added to the three elementary schools which are the target areas.
  - a. A guidance counselor has been assigned to each school.
  - b. Eight kindergarten classes with 15 students each has been added to each school.
  - c. One remedial reading teacher has been added to each school.
  - d. A teacher's aide has been provided for each teacher.
  - e. A librarian and a librarian's aide have been added to each school.
  - f. A full-time coordinator of instruction has been hired.
  - g. An assistant principal-coordinator has been hired for each school.

None of these positions existed before. The purpose of the greatly expanded staff is to focus much more attention on the deprived child although all children will profit from the extra services.

2. Adult education and recreation on a large scale, centering around the schools, is being planned.
  - a. Teacher aides, to qualify, must be from impoverished homes.
  - b. Teacher aides act as links with the community helping teachers gain insights into the homes.
  - c. Teacher aides hopefully will be the key to obtaining community support for the project.

2. PROJECT: IMPROVING LANGUAGE SKILLS (2:11)

**AIM:** Substantially raise reading levels in grades K-8 by individualizing instruction and providing the material necessities deprived children need to attend school regularly.

**LOCATION:** San Angelo, Texas

**PROCEDURE:** Operates on the premise that children can't be taught anything until they are first taught how to read.

1. You can't teach children how to read if they don't attend school regularly due to health, nutritional and clothing problems.
2. You can't improve English language skills if students have learning blocks caused by alien cultures and negative attitudes in the home.

Fifty per cent of this program is aimed at keeping children in school, making needed food, clothing and medical care available and breaking down educational barriers in the home. The other fifty per cent consists of remedial programs and projects designed to improve the language skills of every educationally-deprived child in seven elementary and two junior high schools.

The operation of this program has required the addition of the following personnel:

1. Eight professional people.
  - a. Guidance counselors, research specialist librarian, and teachers.
2. Teacher aides.
  - a. People with two years of college or regular substitute teachers.

- b. Give classroom a second qualified teacher.
- 3. Teacher helpers.
  - a. Limited to non-instructional duties.
  - b. Paid only half of what aides make.
- 4. Community agents.
  - a. Greatest asset to the program.
  - b. Mothers of children program is designed to help.
  - c. They are able to work from the inside rather than the outside.

### 3. PROJECT: RIGHT TO READ

**AIM:** Teach functionally illiterate adults how to read.

**LOCATION:** Cleveland, Ohio

**PROCEDURE:** Usage of the new "words in color system" designed to develop real reading powers as opposed to a memorized, sight vocabulary. Based on the phonics approach but relates sounds to a color system.

- 1. Students came from all areas and occupations-- farmers, cooks, grave diggers, mechanics,

construction workers.

2. Three week "Right to Read" sessions have been held in fifteen Cleveland neighborhoods.
3. Ten professional teachers, two social workers, two parish workers, two housewives, and a graduate student full time personnel.
4. One hundred citizen volunteer aids.

Six hundred persons have graduated from the program so far. The skills they have learned not only help them in the work they now are doing but increase the possibility of a fuller, more enjoyable life and an opportunity to advance in their present employment.

#### 4. PROJECT: USING DROPOUTS AS TEACHER AIDES

AIM: Get dropouts back in school. Improve elementary school instruction.

LOCATION: New York City

PROCEDURE: 1. High school dropouts are working as paid teacher assistants in kindergarten and elementary classes.

- a. Actually help teach.
  - b. Recruited when they apply to MYF (a Federally funded social agency) for employment.
2. Program is planned on half day in the classroom and half day in preparation for next day's lesson which is actually a form of remedial training for the dropout himself.
  3. Dropouts respond wholeheartedly to the program because:
    - a. It gives them a chance to be somebody where previously status was a police record.
    - b. They can help younger children fight and conquer the same problems that proved difficult for the dropouts themselves.

Dropouts in this program have earned the respect of teachers and administrators. Proposals presently being drawn up provide for the continuation of the program and enlargement of the number of aides to sixty.

## 5. PROJECT: PREVENT DROPOUTS (2:21)

**AIM:** Give high school students a chance to earn money on part-time jobs in and around school.

**LOCATION:** Cook County, Illinois

**PROCEDURE:** The Work-Training Program provides youth with the opportunity to work while they learn. Unfortunately, all communities do not have ample jobs. This project is based on the fact that if jobs are not available, they can be created.

**PLAN OF ATTACK:** Jobs have been created for potential dropouts in and around school.

1. Program requires 10 to 15 hours of work per week.
2. Jobs were created as teacher aides, playground attendants, office helpers, library aides, landscape assistant and laboratory assistant.
3. Students receive \$1.25 per hour.
4. Students must come from low income families.

Plans are to expand the program which now serves 45 students. Problem encountered in early development was that stigma was attached to the jobs being based on economic need.



## 6. PROJECT: SATURATION GUIDANCE (2:25)

AIM: Raise the educational motivation of students and parents by providing constant, intensive guidance, grades 8 through 12.

LOCATION: Phoenix, Arizona

PROCEDURE: Deficiencies to be worked on are low motivation, poor attendance, non-participation in school activities, poor work-study habits, and school dropouts.

PLAN OF ATTACK: Schools in this area serve low income neighborhoods where dropout rate is as high as 60 per cent. Program is very simple.

1. A saturation of guidance at the 8th grade level will be the first step.
2. Twelve or more counselors will be hired to work only with this eighth grade group on a ratio of 1 - 150.
3. The same counselors will continue with their assigned group through high school giving them five years to know the child, his background, his family, his problems, etc.

4. Each year a new team of counselors will be hired to work with each succeeding eighth grade class and stay with it through high school.
5. Counselors must be responsible to see that the schools meet the needs of the students.

7. PROJECT: CLASSROOM TROUBLE SHOOTERS (2:26)

AIM: Using adult volunteers in the classroom to help teachers spot specific student problems.

LOCATION: Greenburg, New York

- PROCEDURE:
1. Adults are mothers of children in school.
  2. One volunteer assigned to each primary classroom where many behavior problems have their beginning.
  3. Aides watch for signs that teachers are often too busy to notice such as lack of attention, clenched fists, wandering eyes, etc.

Program was started three years ago in kindergarten and has added one grade each year.

## 8. PROJECT: HOME-SCHOOL COUNSELING

AIM: Help deprived children and their parents fully realize the educational opportunities available to them.

LOCATION: Greenburg, New York

PROCEDURE: Provide an important role for parents in the education of their children. To many parents of the lower class as well as their children, school is a hostile place. Project is dedicated to help parents become acquainted with the school and to regulate school policy to see that concessions are made to eliminate one of the basic causes of friction--the alienation of the poor.

One full-time counselor who spends half his day working with parents and the other half with the school is employed by the project.

9. PROJECT: P.C.P. (PERSONALIZED CURRICULUM PROJECT)  
A PROGRAM TO REHABILITATE DROPOUTS (22:39-41)

AIM: Provide opportunity for students who have dropped out of school to return long enough to upgrade themselves

by learning skills, training, and education enough to get and keep a job.

LOCATION: Oscoda, Michigan

PROCEDURE: Resembles work-study programs except the half day in school is not spent in formal curriculum. It is mainly individual counseling, guidance and training. The training is that for which he himself sees a need such as how to get along with people, small doses of reading, writing, and arithmetic, manners, practice job interviews, field trips, and supervised work.

10. PROJECT: IMPROVING THE SELF-IMAGE (33:44)

AIM: Based on a study which revealed that the self-image could be improved and had sharply affected the educational achievement of poor students.

LOCATION: Minneapolis, Minnesota. In an area with a high concentration of poverty which has been deserted by the middle class. Largely inhabited by people who have failed in the job market and accept welfare as a way of life.

PROCEDURE: An experimental junior high school for over 900 students will be located in a store front building. The environment was chosen to reflect the vocational realities of the area. The curriculum will have a heavy emphasis on industrial arts, mathematics, science, and home economics. It is also designed especially for potential dropouts who were not profiting from the traditional school program.

## II. OTHER PROJECTS FINANCED BY PRIVATE GRANTS

In addition to the ten projects just reviewed, it seems advisable to include in the survey mention of some of the better known programs that have been in operation for a longer period of time. Some of these were started by grants from the Ford Foundation and other private enterprises but are all now eligible for Federal support. Probably one of the best known is the Ithaca, New York Program--"Ten Proven Programs to Prevent Dropouts" (31:1-4).

### 1. STEP (School to Employment)

- a. A work-study program designed to prepare students for full-time employment if and when they leave school.

- b. Limited to fifteen year old boys.
- c. Limited to a maximum of fifteen who may participate.
- d. Take only courses for this year in which they are interested. Take required courses later.
- e. STEP students work half a day and are paid for their work by school district.
- f. All auxiliary services of the school are focussed on student.

2. Distributive Education

- a. A work experience program in the field of retailing.
- b. For students who have shown an interest in working in a store.
- c. Requires complete cooperation of store owner who must agree to teach the student rather than just assign him odd jobs.
- d. Student works about 600 hours per school year and is paid by employer.

3. NYC (Neighborhood Youth Corps)

- a. Job placement program with or without school attendance, with heavy emphasis on counseling.

- b. Established by the Economic Opportunities Act, it services youth from 16 - 21 years of age.
- c. Individuals placed in jobs receive special supervision and training.

4. Evening Extension Courses

- a. Correspondence courses for dropouts who want a diploma.
- b. Courses paid for by district offer wide range of subjects. Any curriculum is available.
- c. Teachers supervise correspondence and meet with individuals, provide tutoring and guidance.

5. Specialized Counseling

- a. One counselor, specially skilled, works only with terminal students.
- b. Students receive intensive, knowledgeable guidance on occupations and vocational planning.
- c. Students are regularly taken on field trips to businesses and industries to acquaint them with occupational opportunities.
- d. Terminal counselor works closely with the military, state employment service, and local employers.

## 6. Vocational Education

- a. A new technical training program geared to meet the needs and interests of the terminal student.
- b. Offerings include printing, electronics, food service, drafting, auto mechanics, cosmetology, and landscaping.
- c. Courses are offered in single time block.
- d. Courses offer marketable skills that students know they can use to get a job.

## 7. Career Fair

- a. A two-day introduction to the workday world.
- b. Speeches, interviews, and exhibits emphasizing the non-professional occupations are stressed.
- c. Designed for non-academic students and their parents.
- d. Technicians, orderlies, and assembly line people are sent by the community rather than high level professionals or administrators.

## 8. Tutorial Program

- a. Individual tutoring provided by volunteer college students.



- b. What is taught depends on student needs.
- c. Personal contact with someone who is interested may be all that is necessary.

9. Remedial Summer School

- a. Designed to help students overcome deficiencies in reading and mathematics.
- b. Classes kept small.
- c. Guidance people work closely with teachers.
- d. Problems in reading account for more dropouts than any other factor.

10. High School Equivalency Examination

- a. Special instructions to help high school dropouts prepare for state-administered examination.
- b. A cram course for dropouts, ages 17 to 40 who want the equivalent of a high school diploma without completing the formal requirements.
- c. Certificate issued which will qualify the person for further trade or technical school training, civil service, etc.

Ithaca has made a determined effort to concentrate on the dropout problem and the program has been in operation long

to measure some results. The dropout rate has been cut by 25 per cent since the all-out effort has been started.

Another program which has been in operation since 1957 is called "Higher Horizons". This program began with one school and has expanded to 65 schools participating involving 45,000 youngsters. The program begins with the third grade and extends through junior high school. The program of instruction employs every productive technique available emphasizing remedial teaching in reading and arithmetic. Classroom activities are supplemented and balanced by other activities of equal importance. Guidance is strongly stressed and cultural enrichment is provided through trips to museums, theaters, concerts, libraries, etc. Some of the results of this program have been a considerable rise in student IQ scores. Forty per cent more pupils finished high school than ever before. Two and one-half times as many are studying academic courses while three and a half times as many are going on to post-secondary schools. (26:220)

The Great Cities School Improvement Program Project which was initiated in the city of Detroit has met with much success. It was founded on the philosophy of Detroit that

schools are to educate all youth, it is necessary to provide programs to fit the needs of all youth. If we really believe in individual differences, our programs and practices should reflect that belief. (6:313) The approaches adapted in this program were as follows:

1. Adapting the instructional program to the needs of the pupils.
2. Modifying organizational patterns within the school.
3. Orienting the staff to the needs of these children.
4. Improving and adapting instructional equipment and materials to be used in the classroom.
5. Involvement of parents in the project and enlisting their aid in support of the school program.

Briefly what has been accomplished in Detroit is a breaking away from the old traditional ideas of teaching and some soul searching by teachers of their rigid value systems.

Parents have been involved to a great degree in group activities, all of which are school-centered. The results of this program to date are that:

1. Pupil achievement has shown remarkable improvement.
2. Failure or non-promotion rate dramatically reduced.

3. Atmosphere of learning climate has been transformed.
4. Parents have taken a new lease on life and with it a much more supportive attitude toward schools, teaching, and learning.

The work experience programs which are becoming more numerous and will continue to increase with additional funds for support operate quite consistently on the same principles. The student is usually employed for half a day and attends school for the second half. The half school day varies from an academic course to vocational classes to no classes at all. In any case the student is receiving some kind of personal supervision and guidance which will endeavor to see that he is trained to find some kind of meaningful employment and will be encouraged to remain in school as long as possible.

During the past year hundreds of projects were proposed, accepted and put into operation by the ESEA all over the nation. Remedial reading seemed to be the area that was stressed the most although guidance services were strongly emphasized. Each district receiving Title I funds must adopt appropriate procedures to test and evaluate the effectiveness of its program annually. It is still too early to secure any of these results. However, programs that have been in operation such

as the Ithaca programs, Higher Horizon's and Great Cities give us some indication of what results might be expected. The response from school people has been good and although some schools concentrated on what "has been done" the originality and imagination displayed by many districts was beyond the expectations of the directors.

The biggest criticism among school people seems to be of the tremendous amount of forms, paper work, and red tape that is necessary to have a proposal approved. There has also been a shortage of staff at the state levels who are trained and know what they are doing.

There is little doubt, however, that this is indeed an exciting time in the history of education and one that will undoubtedly see tremendous changes being made.

## CHAPTER III

### SUMMARY AND CONCLUSIONS

What effect will Title I have on the high school dropout? It would seem after surveying the literature on the characteristics of the dropout and the projects proposed under Title I that they were tailored to fit his particular needs. The projects designed for the elementary grades seem to be the answer to the early identification of the potential dropout. At the junior high school level, concentration on remedial teaching, skill training, personalized instruction and guidance would all serve to aid the dropout. Curriculum changes in the high school could easily be directed toward the student with the dropout tendencies.

There are two things that must be remembered before any specific conclusions can be made. Title I projects are primarily intended to aid the economically impoverished. All dropouts are not impoverished although many of the impoverished are dropouts, but the two are not synonymous and should not be considered as such. Generally speaking, one could say that most dropouts will profit from the Title I projects because they are so set up that once a project has been started, it

may be expanded to include the educationally impoverished as well as the economically deprived and one can safely state that all dropouts are educationally deprived.

Although we cannot measure the effects of Title I grants as yet, from similar programs that have been in operation for several years we can draw these conclusions. The dropout problem will not be solved in a year or in many years. It will undoubtedly be reduced more in some areas than in others. It has been brought sharply to the attention of the nation and many big businesses are initiating private programs aimed at aiding the dropout. The programs, if continued, that should show the greatest results eventually will be those presently concentrated on the elementary level where early detection of the potential dropout will result in good preventive measures.

One of the most significant implications involved in these new programs is the need for change both in the curriculum and the method by which it is presented. No program no matter how well conceived will be any better than the classroom teacher who puts it into effect. Many teachers resist change and are not comfortable unless following the traditional rigid pattern of teaching. It has been brought

out often in the study of the dropout that he doesn't like school, and this feeling is not confined to just this class of student. New programs, in order to be effective, must have the whole-hearted support of the teacher who must enter into them with enthusiasm and interest.

Approximately three thousand staff members in Cincinnati public schools took part in a survey to determine how teachers viewed Title I projects in order of importance. They were given sixty possible projects and asked to rate them in the order of importance. Listed below are the ten they rated highest in rank order. (16:5)

1. Additional teaching personnel to reduce class size.
2. Special classes for disturbed and socially maladjusted children.
3. Remedial programs--especially reading and mathematics.
4. Psychiatric and psychological services.
5. Occupational training classes.
6. On-the-job training for high school students.
7. Supplementary instructional materials.
8. Early identification of gifted among disadvantaged.



9. Work experience programs.
10. Program for the early identification and prevention of dropouts.

Guidance services ranked 16, home and school visitors 21, teacher aides 26, English programs for non-English speaking children 48.

The ten rated the least important were as follows:

51. Provide paid trained leaders for science youth clubs.
52. Purchase of musical recordings of classical nature.
53. Programmed instruction.
54. Exchange programs for teachers.
55. Employment of consultants for improvement of program.
56. Mobile learning centers.
57. Mobile art exhibits.
58. Residential schools in demonstration areas.
59. Pupil exchange programs.
60. Full day summer school

It is obvious from these ratings that some of the newer concepts such as team tutoring, art centers, pupil and teacher exchanges, and programmed instruction were given the lowest ratings whereas the highest rating was given to class size which most directly concerns them personally.

Change comes slowly and often is hampered by apathy or complacency, both of which have infected many areas. This was evidenced by the fact that many school districts in the nation that were extremely eligible and in need of Title I funds did not even apply. Many people argue that education is not the answer to the problem of the dropout, that he is the product of a way of life, and that this way of life will not change no matter how much money is spent on his early education. Only time will measure the amount of good additional education and services will bring to these young people but then the nation must come to grips with another problem. If the schools are able to educate and train all children to hold jobs, then somehow these jobs must be created for them. Will there be enough jobs to go around ten years from now or will we just have a higher level of education on welfare?

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