

THE EFFECT OF TITLE I ON THE ELEMENTARY AND SECONDARY  
EDUCATION ACT OF 1965 ON TEACHER SHORTAGE  
AND SALARIES IN KANSAS SCHOOLS

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A Thesis  
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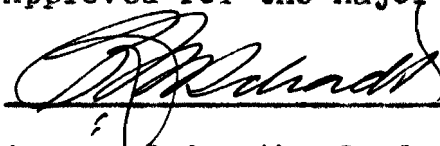
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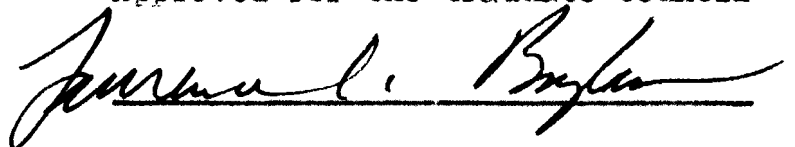
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by  
Theador E. Jones  
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## CHAPTER I

### THE PROBLEM

#### I. INTRODUCTION

In April of 1965, the eighty-ninth Congress of the United States passed an education act which may play a vital part in raising the over-all level of educational opportunity available to this nation's elementary and secondary students. The act was the National Elementary and Secondary Education Act of 1965.

The act had five parts or titles. Title I has probably had the most far reaching effect in that it provided immediate funds for the improvement of educational opportunities at the local level. The funds provided by Title I were intended to finance local educational programs which might not otherwise have been made available. The programs are classified under many different headings, which include special education, enrichment programs or supplemental programs.

Although the Federal Government has long been concerned with the advancement and improvement of education at all levels, the Elementary and Secondary Education Act was the first act which provided money for the specific purpose of providing specialized and concentrated instructional help for elementary and secondary students from economically or culturally deprived homes.

The act, sometimes referred to as Public Law 89-10, became effective July 1, 1965. Title I was concerned with "financial assistance to local educational agencies for the education of children of low-income families."<sup>1</sup> In special cases, funds may also be provided for local educational agencies in areas affected by federal activity.<sup>2</sup>

The act was designed to continue in its original form, unless amended, until June 30, 1968, and Title I was expected to provide an average of one billion dollars a year to the several states for distribution to the various school districts.

## II. DESCRIPTION OF THE PROBLEM

### Statement of the Problem

It is likely that there have been some desirable and undesirable side effects on education which may be attributed to Title I programs. This study was designed to try to identify or measure some of those perceived side effects. Those areas which were of specific concern were the effect of Title I on salaries, general availability of teachers, and increase in total staff number. Also of concern was the source or previous teaching area of teachers hired to staff

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<sup>1</sup>Public Law 89-10 (1965), H. R. 2362, Eighty-ninth Congress.

<sup>2</sup>Ibid.



Title I positions. These are all factors which would conceivably be of concern to local school officials when considering the feasibility of participating in a newly conceived educational program.

### Purpose of the Study

A purpose of this study was to determine what effect federal funds from Title I had on increasing the salaries of the Kansas teachers involved in the programs. Of specific concern was whether these teachers received more or the same salary as teachers with comparable education and experience who were not working on projects supported by Title I funds.

There was also an inquiry into the availability of teachers for the new programs and from where they came; that is, were they assigned from within the system after further training, or were they new to the system.

There was an attempt to determine if there was a loss of regular classroom teachers from the classroom to fill Title I positions, and if there was a loss, its effect on or contribution to the perceived teacher shortage in Kansas. An attempt was also made to determine to what extent the number of staff members increased in the schools investigated. If the number of staff members did not increase, an attempt was made to find out what programs were reduced or eliminated, or if teachers were given part time or extra assignments other than their regular teaching load.

### Hypotheses

Hypotheses to be tested were: (1) Teachers working within the framework of the Title I programs received comparatively higher salaries than other teachers on the staff. (2) The demand for competently trained teachers to staff the new Title I programs exceeded the supply. (3) The drain of teachers from regular teaching positions to fill Title I positions was in part responsible for the recent teacher shortage since the vacated regular teaching positions had to be filled with newly trained teachers. (4) The total number of staff members increased in schools with Title I programs since few schools reduced the number of regular classes to make room for Title I programs.

### Significance of the Study

Since the National Elementary and Secondary Education Act was relatively new, there had been no state-wide study concerned with the effect of Title I on the local school districts. Answers to the questions posed should provide some information for identifying some of the effects of the programs on the school districts investigated and should be of value to administrators attempting to assess some of the advantages and disadvantages of Title I programs. This study should be of particular value to administrators who have not been involved in programs financed by federal funds but who are expecting to become involved in such programs in the near future.

The study should also be of value to teachers who might consider further training in the educational fields supported by Title I.

### Limitations of the Study

This study was conducted in an attempt to determine to what extent the salaries of the teachers involved in Title I programs exceeded salaries of other staff members. No attempt was made to determine the quality of teaching done by either group of teachers; however, quality might be reflected in the advanced or special training the teachers involved in the programs received.

The study involved only those Kansas schools which were involved in Title I programs supported by federal funds between July 1, 1966, and November 4, 1966. No information concerning those schools which applied for Title I funds after November 4 was available at the time this investigation was begun.

Although there may have been several reasons for the teacher shortage during the period investigated, the only factor investigated was the effect of Title I projects on that shortage. The study identified only those teachers who were involved in Title I projects who otherwise would have been available for regular classroom assignments.

It is probable that the factors being investigated in this study will change with time; therefore, the information

herein may not be valid past the date of conclusion of this study.

### Definition of Terms

New or special programs. These programs include those educational or enrichment Title I programs initiated or expanded with funds provided by the National Elementary and Secondary Education Act that were not in operation in similar form before the Act.

Title I or the Act. For the purpose of this study, they refer to Title I of the National Elementary and Secondary Education Act of 1965.

The schools studied. This study involves only those schools or school districts enrolled in programs financed by Title I.

School districts. School districts are established school areas in which all schools financed by public funds are controlled by one school board elected by the people of that area. These districts may also, on occasion, be referred to as Unified School Districts or abbreviated to U. S. D.

School administrators. Although there are several administrative levels in public school systems, the only level referred to in this study is superintendent of schools or the chief school administrator.

Regular teachers. Teachers whose duties are mainly confined to general classroom teaching common to school systems before Title I.

### Methods of Procedure

Studies of this nature fall into the category of descriptive research. It was a survey of the existing materials, facts, perceived facts, and assumptions.

Processes used. Information for this study was obtained by polling the chief administrators of the school districts involved in Title I projects. An inquiry form was constructed which was designed to obtain those facts or opinions which were considered pertinent to the study.) The questionnaire was evaluated by several members of the college faculty before being sent out. After the examination, the questionnaire was sent to the administrators during the first month of 1967.

The schools studied. Questionnaires were sent to administrators of those public schools operating Title I programs during the period July 1, 1966, through November 4, 1966.) The programs may have been in operation during the 1965-1966 school year, but must have been approved for continuation during the 1966-1967 school year. This time period included most of the programs which could have been put into

operation during the 1966-1967 school year, although all the projects may not have had time to be put into full scale operation.

(The only districts investigated were Unified School Districts, which constitute over 95 per cent of the school districts in Kansas. All but fourteen of the districts which had Title I projects were investigated. The reasons for not investigating these fourteen school districts were that they were not Unified School Districts or had unified so recently that this investigator did not feel there could be adequate evaluation of the projects.)

## CHAPTER II

### TITLE I: PROBLEMS AND PROGRESS

At the time of this investigation Title I had been in operation in the schools for about eighteen months. Understanding and recognizing the local effects of such a vast program in such a relatively short period of time could be, at best, sketchy.

Such a wide variety of programs as have been developed through Title I could not be expected to develop without some complications. It is expected that the problems that are now becoming evident should provide, when evaluated, adequate information for the enactment of change for improvement of the Title. Although reports of the various projects are still flooding the Washington administrative center of Title I, some need for change and reconsideration has become evident.<sup>1</sup>

Official reports by federal and state Title I officials, and the National Education Association, are not, as far as is observable, conclusive. If more information were available from the national level it had not been disseminated to the state agencies at the time of this investigation. Most reports are projections of what Title I is expected to do in the near

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<sup>1</sup>O. L. Davis, Jr., "Title I: What a First Inning," Education Leadership, 24:16, October, 1966.

future. Some are simply sample reports from randomly selected projects.

Information from the Kansas State Department of Public Instruction concerning state school Title I programs is still scarce. Although there have been some reports of programs investigated and analyzed in depth, the information obtainable from these investigations is by no means conclusive. Local school administrators are still in the process of organizing and evaluating their programs and detailed results are still unavailable.

Many individual observers, some of whose comments are recorded in this investigation, have expressed their views of the effects of Title I on local educational agencies. Some of these reports appear to be highly opinionated and few display the characteristics of thorough investigation. This is probably attributable to the scarcity of material for investigation.

## I. TITLE I IN SUMMARY

The National Elementary and Secondary Education Act of 1965 was proposed, studied by Congress, debated, passed, and signed by the President in a relatively short period of ninety days. After the passing of the Act, only five months were spent in organizing the machinery to make the Act work. This would seem to indicate that over the period of the



administration of the Act there would be some need for revisions and amendments to establish clearly defined guidelines that will be effective for nation-wide administration. When such a large sum of money is distributed in so many different directions, changes or revisions are likely to be necessary.<sup>2</sup>

### The Aim of Title I

Title I is aimed at improving the educational opportunities of children coming from culturally or economically deprived home and community settings. It is generally recognized that economically deprived children are often the problem children of the nation's schools. They are the children who are several grades behind their own age group in school. They are the dropouts. They are the draft rejectees who are functional illiterates. They are the juvenile delinquents. They become the unemployed.<sup>3</sup>

Goff stated that Title I was designed to provide the framework and funds for programs which will allow educators to think less of what might be, and provides concrete help

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<sup>2</sup>Luvern L. Cunningham, "Federal Role in Education Arouses Growing Concern Among School Officials," The American School Board Journal, 152:7-63, May, 1966.

<sup>3</sup>Department of Health, Education, and Welfare, A Chance For a Change: New School Programs for the Disadvantaged, (Summary of the Elementary and Secondary Education Act of 1965, Title I), Government Printing Office, Washington, D. C., 1966, p. iv.

toward obtaining what can be done in the salvaging of human beings. The funds give support to concentrated effort on the individual child, and provide opportunity to develop a "self" which in the deprived child might otherwise never have appeared.<sup>4</sup>

As Arthur Harris, Federal Director of Title I projects, has stated, the programs are designed to "feed the few children starving, not give a lollipop to every child in the class."<sup>5</sup>

#### How Title I Works

Although every child in the school may be helped by Title I projects initiated within the school, the Act was aimed at helping those who might not otherwise receive a minimum formal education. The federal program directors formulated the means by which the funds might be allocated on the basis of the number of children from economically deprived homes within the individual states. Eligibility of the states was determined on the basis of data provided by the Bureau of the Census.

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<sup>4</sup>Regina Goff, "Promises Fulfilled: Progress Under Title I of the ESEA Act of 1965," American Education, February, 1966, p. 10.

<sup>5</sup>Ibid.

The formula for computing these maximum basic grants incorporates three factors:

1. The number of children aged 5 through 17 from families with an annual income of less than \$2,000.
2. The number of children aged 5 through 17 from families with income exceeding \$2,000 in the form of aid to families with dependent children under Title IV of the Social Security Act.
3. One-half of the average per pupil expenditure in the State for the second year preceding the year for which the computation is made.

The formula is:  $(1 \text{ and } 2) \times 3 = \text{amount of maximum basic grant.}^6$

Once funds are appropriated, each state receives its proportionate share. During the fiscal year 1966, Congress appropriated \$1,174,887,454 for Title I. Kansas was allowed \$10,587,793. Nevada received the least with \$959,469. New York received the most with \$110,735,741.<sup>7</sup> (According to final figures released from the Kansas State Department of Public Instruction, Kansas received a total allocation of \$10,816,621.45.)<sup>8</sup> The total federal appropriation for

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<sup>6</sup>Department of Health, Education, and Welfare, op. cit., p. 53.

<sup>7</sup>American School and University Special Report, "Title 1, 2, 3, 4, and 5," American School and University, 38:41, February, 1966.

<sup>8</sup>Title I Section of the Kansas State Department of Public Instruction, Information Concerning Projects Under P. L. 89-10, Title I (Kansas State Department of Public Instruction, Title I Section, Henry A. Parker, Director, f. y. 1966), p. 5.

Title I for the 1966-1967 school year was not known at the time of this writing.

After the money is sent to the state, the grants are sub-allocated to the school districts according to the number of children from low-income families within the districts. The money is allocated irrespective of whether the children attend public or private schools. About 10 per cent of the children benefiting from programs under Title I attend private schools, most of them Catholic parochial schools.<sup>9</sup>

Each school project must be approved by the state agency administering the funds. Each school district must furnish the agency with a comprehensive plan for what it hopes to provide.<sup>10</sup> In approving applications from local school districts, the State Department of Education weighs such factors as the scope and quality of the project and its likelihood for success in meeting the needs of the children in the particular districts.

Once funds are allocated, school districts are expected to:

1. Adopt appropriate procedures to test and evaluate the effectiveness of its programs at least annually.

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<sup>9</sup>American School and University Report, op. cit., pp. 40-41.

<sup>10</sup>Goff, op. cit., p. 11.

2. Adopt effective procedures for dissemination of information about improved educational practices to teachers and administrators.
3. Coordinate its programs with the community action programs operating under the Economic Opportunity Act.<sup>11</sup>

From the above mentioned requirements should come that information necessary for the effective evaluation of the Title I programs. It is hoped that by keeping accurate records of each project it can be learned which programs are the most effective, how many children are being helped, and what the cost per pupil in each program is.

By May of 1966, 14,151 projects had been started throughout the nation, and 68 per cent of the first year (fiscal year 1966) appropriation had been used.<sup>12</sup> By the end of the 1966 fiscal year, 88 per cent of the appropriated funds had been obligated for use.<sup>13</sup>

Vigneron reported that schools probably will not receive all the expected or requested funds for Title I projects which were approved for the 1966-1967 school year. Since more schools were expected to apply for funds than did so during the 1965-1966 school year, the funds were expected to be pro-rated at the rate of 65 to 85 per cent of the

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<sup>11</sup>Department of Health, Education, and Welfare, op. cit., p. 52.

<sup>12</sup>Ibid.

<sup>13</sup>Ibid., p. 56.

amount approved by the state. It was expected that all Title I funds appropriated for use in Kansas would be used.<sup>14</sup>

## II. THE SHORTAGE OF TEACHERS

A recent National Education Association survey disclosed that a major problem of education is that of finding a sufficient number of teachers to staff newly created positions. Forty of the fifty states reported that a major contributor to the 1966-1967 teacher shortage was new teaching positions created by federal programs, and twenty states said the shortage was substantial or acute. Thirty-nine of the states reported the greatest shortage in the elementary, which, according to the NEA report, is where the majority of Title I funds for education are spent.

Statistics on the conditions within the individual states were not reported in the NEA report, and the information was obtained by questionnaire submitted to the various State Departments of Education, not individual administrators. It is possible that at the time of the NEA inquiry, state officials were not accurate in their appraisal of the causes of teacher shortages. No specific figures on the extent of the shortage were given. Four of the states did not return

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<sup>14</sup>Opinion expressed by John Vigneron, Title I Section, Kansas State Department of Public Instruction, personal interview.

the questionnaire and replied that they were unable to determine the cause or extent of the teacher shortage that early in the school year.<sup>15</sup>

Tracy reported that the projection is that half of Title I funds will be used to pay teachers salaries. This half billion dollars would pay the full-time salary of about 83,000 teachers. It is expected that the majority of these teachers would be needed at the elementary level where there is already a substantial teacher shortage.<sup>16</sup>

The National Education Association estimated that to reach desirable teacher levels in 1966-1967 in all elementary and secondary educational areas would require 364,500 more teachers than would be returning from the previous year's service. This shortage included 232,500 in the elementary and 132,000 in the high school. During the 1965-1966 academic college year (September 1, 1965, through August 31, 1966) 200,919 teachers were graduated. Taking into account those trained beginning teachers who would not teach, the expected shortage for the 1966-1967 school year was set at 169,300--

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<sup>15</sup>National Education Association, Newsletter (Washington, D. C.: Division of Press, Radio and Television Relations, National Education Association, September 24, 1966), pp. 1-3.

<sup>16</sup>Neal H. Tracy, "New Programs-New Teachers," The High School Journal, 49:351-52, May, 1966.

141,800 elementary teachers and 27,500 high school teachers.<sup>17</sup> This estimated shortage probably included the addition of Title I teachers, but no specific figures were provided. It does not seem likely that the figure offered by Tracy (83,000) would be an accurate number of Title I teachers added to the teaching force. Many of the Title I teachers would probably be part-time or would be used only during the summer. Many of these teachers would not be counted as an increase, especially if they did not teach during the regular school year.

The U. S. Office of Education projected that there would be a need for 50,000 new teachers for the 1966-1967 school year as an effect of the Elementary and Secondary Education Act. Most of these teachers were needed for special instructional services. In this classification are the new teachers needed to provide special instruction services, enlarge the scope of educational offering, and provide special programs for pupils having special learning needs, such as the physically, mentally, and emotionally handicapped, and the culturally disadvantaged.

Table I provides information pertaining to the estimated demand for new teachers for all reasons during the

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<sup>17</sup>NEA Reporter, "1966 Teacher Demand Still Exceeds Supply," (Published by the National Education Association, Washington, D. C.), Vol. 5, No. 9, October 7, 1966.



TABLE I  
ESTIMATED DEMAND FOR NEW TEACHERS  
DURING 1966-1967 SCHOOL YEAR\*

Source of demand	Estimated demand for new teachers		
	Elementary	Secondary	Total
1	2	3	4
Staff requirement of increased enrollment	21,709	24,709	46,418
Teacher turnover	76,683	59,283	135,966
Replacement of teachers having substandard qualifications	78,361	11,672	90,033
Reduction of over crowded classes	18,734	8,352	27,086
Special instructional services	37,050	27,960	65,010
Total	232,537	131,966	364,513

\*Research Division, National Education Association, Teacher Supply and Demand in Public Schools, 1966 (Washington, D. C.: Research Division, National Education Association), p. 30.

1966-1967 school year. These new teachers refer to teachers needed other than those expected to return from the previous years' service. As may be noted, the total need for teachers for special instructional services is 65,000; 15,000 more than the estimated need created by Title I. These 15,000 teachers would be needed to fill positions existent before Title I.<sup>18</sup>

From the information provided, it can be concluded that Title I has added about a 14 per cent increase to the estimated total number of new or replacement teachers needed in both the elementary and secondary educational levels during the 1966-1967 school year.

Vigneron reported that there was no accurate record of the number of Kansas teachers working on Title I projects. Two reasons for this lack of information were reported. The reasons were:

1. Some teachers teach only part time on Title I projects. Some teach as little as one hour a day on these projects.
2. School administrators reported the number of teacher vacancies for Title I positions, but these vacancies were not always filled. This information, in many cases, was not reported to the Title I section of Kansas State Department of Public Instruction.

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<sup>18</sup>Research Division, National Education Association, Teacher Supply and Demand in Public Schools, 1966 (Washington, D. C.: Research Division, National Education Association), pp. 30-31.

Vigneron also stated that Title I funds may be used to train teachers for new programs, but few teachers had received such aid from their schools. Title I funds may be used to provide up to one semester of training for teachers. Some teachers did receive training during the summer of 1966. He stated that most schools used Title I funds primarily for salaries and facilities or equipment, and passed the qualification problem on to the individual teachers.<sup>19</sup> It does not seem likely that the retraining of regular classroom teachers for Title I positions would have any real bearing on the overall teacher shortage, but would only shift the statistical shortage from one group to the other.

### III. SUMMARY

Title I of the National Elementary and Secondary Education Act became effective July 1, 1965. The Title was expected to channel about one billion dollars a year into the nation's public elementary and secondary schools.

Title I was aimed at improving the educational opportunities of children from culturally or economically deprived homes, and was designed to raise the minimum level of educational opportunities available to those children.

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<sup>19</sup>Vigneron, loc. cit.

Funds are sent to the individual states where the money is then distributed to the various school districts in relation to the number of deprived children in the districts. Plans for the use of the funds must be approved by the various State Departments of Education. For the 1965-1966 school year, Kansas received over 10.8 million dollars for Title I.

A major difficulty in the operation of Title I projects has been the hiring of qualified personnel. There is, in the nation as a whole, a rather noticeable general teacher shortage. It is possible that schools may require as many as 50,000 teachers to staff Title I programs, which may bring the overall shortage of teachers to over 200,000 for the 1966-1967 school year.

Most of the positions created by Title I programs were in the areas of special instructional services. About 37,000 of these positions required elementary teachers while nearly 28,000 positions required secondary teachers.

## CHAPTER III

### THE ADMINISTRATOR, THE TEACHER, AND TITLE I

#### I. THE DISTRICTS INVOLVED IN TITLE I:

##### GENERAL INFORMATION

The data pertaining to the effect of Title I projects on Kansas schools are analyzed and tabulated in this chapter. The data were obtained by means of a questionnaire which was mailed to the chief administrator of 164 Kansas school districts which had operated Title I projects during the first four months of the 1966-1967 school year. A sample questionnaire is included in Appendix A.

##### Responses to Questionnaire

The first questionnaire mailing was made on February 6, 1967. By February 21, 126 (77 per cent) of the 164 questionnaires had been returned.

A follow-up letter was mailed on February 21. This request produced another 31 of the 164, or a total of 95 per cent. This response was considered adequate for the study.

##### Size of Districts

The participating districts ranged in size from 254 students (grades 4 through 12) to 70,051 students. The total enrollment of all participating school districts was 312,081.

The smallest number of operating attendance centers in any district was two. The largest number of attendance centers in operation in any district was 113.

#### Per Cent of Kansas Unified School Districts Surveyed

The districts surveyed represented 53.6 per cent of the total (306) Unified School Districts in Kansas. The districts responding (157) represented 51.3 per cent of the Unified School Districts in Kansas.

#### Types of Title I Projects

There were 512 separate Title I projects in operation in Kansas school districts during the period of time included in this investigation. This total included projects that were newly initiated in 1966 and projects that were carried over from the previous school year. This number does not include duplication of projects within the same school district as might be observed in the larger school districts with several large attendance centers. The types and number of Title I projects are listed in Table II.

In all, there were twenty-seven different categories of programs, with the largest category being Reading. The third most popular project listing was summer school, and may have included individual projects from any of the other types of projects. A break-down of separate projects included in summer school programs was not requested of administrators.

TABLE II  
 TYPES AND QUANTITIES OF TITLE I PROJECTS IN  
 ALL KANSAS SCHOOL DISTRICTS FOR SCHOOL  
 YEAR 1966-67 (THROUGH NOVEMBER 3, 1966)

Type	Number	Type	Number
Reading	156	Music	16
Library	67	Psychiatric services	11
Summer school	58	Cultural enrichment	11
Nurse & health service	44	Food services	10
Kindergarten	38	Social worker	9
Guidance	34	Industrial arts	8
Physical education	29	Construction	6
Math	25	Tutoring	6
Special education	23	Science	3
In-service training	20	Business education	2
Teachers aids	19	Homemaking	2
Art	19	Audio-visual	2
Speech therapy	18	Other	12
English & language arts	18		
Total			512

## II. TEACHING POSITIONS AND SOURCE OF SUPPLY

Most districts (79 per cent) created new teaching positions with the initiation of Title I projects. This increase in teaching positions required the superintendents to either hire new teachers or transfer present staff members to Title I positions. The purpose of this section of the chapter is to identify the source of these teachers and the types of positions previously held.

### Teaching Positions Created by Title I

In the districts surveyed, 575 teaching positions were created by Title I authority, but all of these positions were not filled. By examining Table III and Table IV, it may be observed that the total number of teaching positions filled which were associated with Title I was the equivalent of 472 full-time positions. Many of the positions were part-time, but two half-time positions were counted as one full-time position. There were 103 less teachers hired than there were positions created. There were several reasons for these 103 positions not being staffed.

Although it was not the purpose of this study to determine why or how many positions may not have been filled, and no specific question concerning this point was asked, there was some information which indicated why these positions



were not filled. Information obtained in an interview with John Vigneron of the Title I section of the State Department of Public Instruction disclosed that there were two observable reasons for the failure to fill Title I positions.

These reasons were:

1. There was not a sufficient number of qualified personnel.
2. The programs did not get started until after the 1966-1967 school year had begun.

A recent statement by Kansas Title I officials stated that a major problem encountered by local school administrators was that "personnel to implement programs were often hard or impossible to find."<sup>1</sup>

Another factor which had bearing on the occurrence of unstaffed positions was that some positions were summer school positions only. Eleven school districts had Title I programs which were confined only to summer school projects as far as providing teachers was concerned. Although there were teaching positions created in these instances, the filling of these positions would have had no bearing on the perceived teacher shortage for the regular academic year. None of these districts reported hiring teachers to staff Title I positions, although six did report a total of four

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<sup>1</sup>Department of Public Instruction, Kansas, Title I Section, Title I Newsflash (A review of the accomplishments made under the various Titles of P.L. 89-10 of 1965 in Kansas), April, 1967.

positions to be filled. Administrators probably filled these positions with part-time teachers or extended regular teachers' contracts.

In some instances, administrators may have counted positions as teaching positions which were, in actuality, not teaching positions. Examples of Title I projects requiring personnel who are not teachers are health service programs, staffed by nurses; food service programs; and teacher-aid programs.

#### Title I Teachers Hired From Outside the District

Many of the teachers who accepted Title I positions had to be hired from outside the district boundaries. There were 212.5 teaching positions filled by teachers that were new in the district. These teachers had to be recruited from several sources, which included:

1. Teaching positions in other districts.
2. Teachers new to the teaching field who had recently graduated from college.
3. Teachers returning to the teaching field after an absence for various reasons.

Teachers from outside the district accounted for 44.7 per cent of the teachers who were hired for Title I positions.

Part-time assignments. Nearly 13 per cent of the administrators questioned stated that they had hired part-time teachers to staff at least one Title I teaching position. In seven (4 per cent) districts part-time teachers were hired

from outside the districts. It is assumed these teachers also taught in some other capacity besides their Title I assignment. It does not seem likely that many of these teachers would have moved to a new locality in order to accept a part-time position.

Previous status. Title I teachers who were new to the districts came from a wide variety of previous positions and situations. There were thirty-two separate categories observed, with the majority representative of elementary education in one form or another. Table III presents a complete listing of these teachers' previous status.

It is probable that those teachers who were previously teaching in other districts had to be replaced. Even those teachers who had never taught before would probably have taken regular classroom teaching positions. Therefore, teachers from both the above mentioned categories should be representative of a teacher increase.

Upon examination of Table III it may be observed that there are several categories which are not representative of people who were active teachers during the preceding school year, but were not new to the teaching field. The categories are: (1) Nurse, (2) Housewife, (3) Minister, and (4) Retired teacher. There were fifteen positions filled by people listed in these categories.

TABLE III

PREVIOUS POSITIONS AND QUANTITY OF TITLE I TEACHERS  
NEW TO THE DISTRICTS IN 1966-1967 SCHOOL YEAR

Previous position	Quantity	Previous position	Quantity
Kindergarten	8	Retired teacher	3
Elementary (not specific)	46	Science	1 1/2
Grade 1	2	English	13
Grade 2	1	Mathematics	1 1/2
Grade 3	4	Social science	4
Grade 4	2	Psychiatrist	1
Grade 5	0	Art	2
Grade 6	2	Librarian	7 1/2
Junior high (not specific)	2 1/2	Psychologist	2
Elementary principal	5	Music	4
Minister	1	Special education	6
Substitute teacher	1	Counselor	3 1/2
Secretary	1	Reading	8
Housewife	6	Physical education	2
Nurse	5	Speech therapy	5
Elementary or secondary (not specific)	13	Speech	1
		New teachers	46
		Industrial arts	2
Total			212 1/2

If all the other teachers listed in Table III had been in other teaching positions if not for Title I, there would have been 197.5 teachers free for these other positions.

Some of the administrators did not state the previous status of those teachers who were new to the district. This omission was more common in situations concerning previous elementary classroom teachers. New teachers whose previous positions were not given are listed in Table III in one of three separate categories. These categories are: (1) Elementary (not specific), (2) Junior high, and (3) Elementary or secondary (not specific).

#### Title I Teachers Transferred Within the District

A majority (55.3 per cent) of the Title I positions were filled with teachers who had been teaching within the district during the previous school year. As was the case with the teachers new in the districts, the re-assigned teachers represented many different areas. In all, Title I teachers who were transferred came from thirty-two different categories. A complete listing of these categories is presented in Table IV. As was the case with teachers new to the district, the majority of the transfer teachers were in elementary education.

Three districts, all of which employed a large number of Title I teachers, did not list the previous teaching areas

TABLE IV

PREVIOUS POSITION AND NUMBER OF TITLE I TEACHERS  
WHO WERE TRANSFERRED WITHIN THEIR PRESENT SYSTEM

Previous position	Quantity	Previous position	Quantity
Elementary (not specific)	57 1/2	Part-time teacher	2
Nindergarten	3	Nurse	1
Grade 1	14	Social science	2 1/2
Grade 2	7 1/2	Secretary	1
Grade 3	9	English	14 1/2
Grade 4	9	Mathematics	1
Grade 5	8	Counselor	1 1/2
Grade 6	9	Study hall	1
Retired teacher	1	Language arts	3 1/2
Housewife	1	Librarian	6 1/2
Elementary principal	2	Science	1
Rural, grades 1-8	1	Special education	1
Junior high		Substitute teacher	1
(not specific)	7	Supervising teacher	1
Elementary or sec- ondary (not specific)	88	Reading	1
		Home economics	1 1/2
		Health	1/2
		Physical education	1
Total			259 1/2

of the transferred teachers. These teachers are accounted for in Table III in the category of "Elementary or secondary (not specific)."

There were 258.5 full-time positions filled by transferred teachers and one position filled by a local housewife. Although not all the positions were actually full-time, all the positions added together were equal to 259.5 full-time positions.

Since the positions previously held by those teachers transferred to Title I projects had to be re-staffed by new teachers, the 259.5 transferred Title I teachers should represent a 259.5 increase in the total teaching positions in the districts involved. These teachers could be teaching in regular classroom assignments if not for Title I; therefore, these teachers represent a loss of regular teaching personnel and add their number to the perceived teacher shortage.

### III. EFFECT OF TITLE I ON TEACHERS' SALARY

A major purpose of this investigation was to determine what effect Title I had on salaries of teachers involved in the programs. It was not intended to determine what salaries were, only if Title I teachers received higher salaries.

#### Salary Schedule in Districts Surveyed

The reason the question, "Does your district have a salary schedule," was asked was to identify the number of

districts which might have paid Title I teachers higher salaries than those teachers would have received had federal funds not been available for paying their salaries.

A large majority of the districts had salary schedules in effect. Of the 157 reporting districts, 144 (91.7 per cent) had salary schedules. The following information was reported by the districts:

<u>Reply</u>	<u>Frequency of reply</u>	<u>Per cent</u>
Salary schedules	144	91.7
Will have schedule in 1968-69	4	2.6
No schedule	7	4.4
No response	2	1.3
Total	157	100.0

### Higher Salaries for Title I Teachers

A rather small percentage of the district superintendents reported paying Title I teachers higher salaries than were paid regular classroom teachers. There were twenty (12.9 per cent) positive responses. The most common reasons given for paying Title I teachers higher salaries than regular teachers were:

1. Shortage of teachers
2. Extra time worked by teachers
3. Availability for federal funds
4. Positions required extra or special training

One district reported that the Title I teacher was paid by the hour.



On close examination of the responses, it was noticed that all but one of the districts which paid higher salaries to Title I teachers had salary schedules.

#### IV. DISCONTINUED PROGRAMS

The basis for the question concerning those programs which might have been reduced or dropped from the curriculum was to establish a teacher gain-loss ratio due to the initiation of Title I programs. It was expected that some school programs might have been discontinued to provide room for teachers to staff the new positions. Those teachers who would have been relieved of their regular classroom duties to allow for the Title I programs would have to be subtracted from those teachers added for Title I in order to establish a true figure concerning the actual state-wide gain in number of teachers added to the state's teaching force due to Title I.

Administrators stated that there were no teaching positions eliminated from the regular curriculum to make room for Title I programs. Only two of the reporting districts indicated a reduction in non-Title I classes, and no teacher reduction in these two districts were indicated. In both districts where class reductions were reported, the reduction was for a short period of time (six weeks) and for two days a week. Students were released from class during this time to

take part in Reading classes. The students went to their regular class during the days when not in Title I classes.

#### V. TEACHER SHORTAGE AND POSITIONS IN GREATEST DEMAND

A major purpose of this study was to determine whether there was difficulty in hiring teachers for both Title I and regular staff positions and to identify those areas where the greatest shortage was noticed. The following data seem to correlate with trends observed over the nation as a whole.

##### Difficulty in Hiring Title I Teachers

Each administrator was asked to indicate the level of difficulty in acquiring Title I teachers. A choice of four different responses was provided. Administrators were about evenly divided in the selection of the responses "very difficult" and "moderately difficult." A total of 32.9 per cent of the administrators selected the response "very difficult." There were 30.6 per cent who selected the response "moderately difficult." Only seventeen administrators (10.7 per cent) stated there was no difficulty in finding Title I teachers. More information is presented in Table V.

On close examination of the questionnaires from districts indicating no difficulty in finding Title I teachers, several factors were observed which indicated why there was no difficulty:

TABLE V  
DIFFICULTY IN HIRING REGULAR CLASSROOM AND TITLE I TEACHERS

Title I	Number replied	Per cent of total	Regular classroom	Number replied	Per cent of total
Very difficult	52	32.9	Very difficult	70	44.6
Moderately difficult	48	30.6	Moderately difficult	55	35.1
Average	31	20.0	Average	25	15.9
No difficulty	17	10.7	No difficulty	0	0.0
No comment	9	5.8	No comment	7	4.4
Total	157	100.0		157	100.0

1. All but three of the districts were relatively small in size (three hundred to six hundred students).
2. Positions had been filled the previous year when competition for teachers was not so keen.
3. Only two districts had more than two full-time Title I teachers, and the large majority had one teacher or a part-time teacher.
4. The programs in these districts consisted largely of summer or part-time activities and were filled with existing staff members or local certified personnel.

Less than 5 per cent of the total Title I teachers were employed in these districts.

#### Difficulty in Hiring Regular Classroom Teachers

As was the case in finding Title I teachers, most administrators indicated there was some difficulty in finding regular classroom teachers. In all, 125 (79.7 per cent) reported that it was moderately difficult or very difficult to find regular teachers. More information is presented in Table V.

One administrator commented that the district had lost two teachers by military draft. He stated that he knew of other districts where this was a problem, but no other administrator reported this problem.

#### Reasons for Teacher Shortage

Although no specific question concerning the reasons for the overall teacher shortage was contained in the questionnaire, many administrators did submit a voluntary reply. The

two most commonly expressed reasons why it was difficult to find teachers were:

1. Drain of classroom teachers for Title I programs.
2. Not enough graduating certified classroom teachers.

Other reasons were indicated but data were not conclusive enough to be significant.

#### Teaching Fields Where Shortage Was Evident

Over 85 per cent of the administrators questioned stated they had difficulty finding teachers in at least one field, and most listed several fields. Administrators did not distinguish between Title I and regular teaching positions when commenting on teaching fields where shortage was noticed. A total of twenty-eight categories of teacher shortage areas was reported.

The areas where the greatest shortages were reported closely paralleled those areas which were most frequently connected with Title I programs. Over one-third of the administrators reported that elementary teachers, grades kindergarten through sixth, were difficult to find. Many of the more specialized teaching areas may have included both elementary and secondary shortages, but no distinctions were observed. A complete listing of areas of shortage and number of districts in which shortages were noticed is presented in Table VI.

TABLE VI  
AREAS AND NUMBER OF INSTANCES IN WHICH TEACHER  
SHORTAGE WAS MOST NOTICED

Shortage areas	Number of instances
Elementary	56
Math	38
English	37
Science	35
Reading	31
Music	23
Special education	18
Language	17
Library	17
Speech therapy	15
Counselors	14
Administrators	8
Art	8
Psychologists	7
Girls physical education	6
Home economics	5
Social science	3
Journalism	3
Speech	3
Industrial arts	2
Vocational education	2
Junior high	2
Retarded	1
Mens physical education	1
Coaching	1
Debate	1
Dramatics	1
Commerce	1

## VI. ANALYSIS OF ADMINISTRATOR'S COMMENTS

Administrators were asked to comment on the effect of Title I on their districts, and to give their views about the existing shortage of teachers. Many of the comments had no direct bearing on areas being investigated, but their comments should be of value to anyone seeking a more comprehensive examination of the practical aspects of Title I at the local school district level. A listing of most of the administrator's comments are presented in Appendix C. The following is an analysis of those comments.

### Federal Control

There were numerous instances of concern about the strict restrictions imposed on Title I programs by the Federal Government. Most who commented felt the programs could work smoother if the local districts had more freedom in the use of funds.

A commonly mentioned problem was that of uncertainty concerning the amount of funds to be allocated by the State. Not only did the districts not know how much money they would receive, but they did not know when they would receive it. This posed somewhat of a problem in budgeting. A few administrators indicated they were considering dropping Title I programs due to the uncertainty connected with the programs, but there is no evidence of this happening. State Title I

officials stated recently that there seems to be some misunderstanding about the nature of Title I controls and budget procedures. State Title I officials cannot release funds until they receive them. Title I funds were not released to the states until after the first of 1967 for the 1966-1967 school year.<sup>2</sup>

State officials were also uncertain how much money would be granted to Kansas, and could not inform the individual districts of how much they would receive. State officials realized this would present some problems to the local districts, but little could be done.

#### Supplement to One Hundred Four Per Cent Budget Restriction

Several administrators stated that federal money had enabled them to initiate programs which could not be initiated under the present state budget restriction of 104 per cent increase over the preceding school year. A few did indicate that if Title I funds were not continued, the programs so financed would have to be discontinued. Others stated that if the budget restriction was lifted, the programs would be continued with or without Title I funds. There was a general recognition of the need for the types of programs financed by Title I.

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<sup>2</sup>Ibid.



### Acute Teacher Shortage

Most administrators re-affirmed their previous concern about the present shortage of teachers, and especially well-qualified teachers. The shortage was probably more serious in the smaller districts in the western part of the state. Most administrators did blame Title I for the shortage, but another reason, which was not mentioned previously in this chapter, was the recent unification of school districts throughout the state.

### Title I Is an Asset

The general consensus was that Title I does provide opportunities that otherwise might not be available. Despite the problems, the advantages provided by the programs seem to outweigh the disadvantages. The most commonly mentioned program was the Reading program. Administrators indicated that Reading programs were the programs most appreciated by the community and were the most readily recognized as a measurable success. This program is also adaptable to year-round operation and can provide continuous success.

## CHAPTER IV

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

✓ School districts of all sizes have taken advantage of Title I programs in Kansas. Well over 300,000 students have had Title I services, facilities, and equipment available to them. Over half of the Kansas school districts have taken advantage of the availability of funds through Title I appropriations and over 500 projects were in operation during the first four months of the 1966-1967 school year.

A major purpose of this investigation was to determine the effect of Title I on the teacher shortage which was reportedly widespread during the 1966-1967 school year. (The evidence would indicate that Title I programs were a major contributor to that shortage.) There were 472 full-time teachers used to staff the programs. Many positions went unstaffed. If these teachers had been employed in regular classroom positions, they could have provided instruction to nearly 10,000 students based on a twenty-to-one student-teacher ratio. (Evidence indicated that most of these teachers were experienced teachers. Less than fifty were new to teaching. Most (55.3 per cent) of the Title I positions were filled by teachers who had lived in the district during the previous year. Most of those who were new to the district had taught previously.)

Since most of the positions vacated by teachers who accepted Title I assignments were filled by other teachers, the actual shortage of teachers which can be attributed to Title I should closely approximate the number of teachers involved in Title I.

Most of the teachers working in Title I positions did not receive comparatively higher salaries than regular classroom teachers. Only twenty districts reported paying Title I teachers higher salaries than were paid other staff members. A major reason for this was probably the fact that 91.7 per cent of the districts had salary schedules and therefore the administrators did not feel justified in paying Title I teachers higher salaries.

There were no classes which had been in existence before Title I which were reported discontinued due to Title I. There were two reported reductions, but these reductions did not affect the number of staff members employed.

A majority (63.5 per cent) of the administrators reported difficulty in hiring Title I teachers. Nearly one-third of the administrators stated that it was very difficult to find these teachers. An even greater per cent (79.7 per cent) stated they had difficulty in finding regular teachers. Over 44 per cent felt it was very difficult to find regular teachers.

Administrators felt that more could be accomplished if there were fewer restrictions on the use of Title I funds, and if they knew when and how much money would be received. Administrators do recognize that Title I provides funds for programs that could not be financed otherwise. Title I is generally recognized as an asset worth the problems created by its implementation.

A summary of the hypotheses presented in Chapter I, along with an indication of whether the hypotheses were confirmed or refuted, is as follows:

1. Title I teachers received comparatively higher salaries than regular classroom teachers. (As a general statement, there was no indication that Title I teachers did receive comparatively higher salaries. Only 12.9 per cent received higher salaries.)

2. The demand for competently trained Title I teachers exceeded the supply. (Since there were over 100 of the total 575 reported positions which could not be filled, a definite shortage was indicated. Also, nearly two-thirds of the administrators reported difficulty in filling Title I positions.)

3. The drain of regular teachers to fill Title I positions has contributed to the overall teacher shortage. (The total number of teachers filling Title I positions,

which was 472, would appear to be high enough to state that Title I had been a significant contributor to the teacher shortage.)

4. School staffs have increased in size due to Title I. (Since there were no classes reported discontinued in the districts investigated, it was indicated that there was an overall staff increase in the districts. This would have been an average increase of three teachers per district.)

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## BIBLIOGRAPHY

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## **APPENDIX A**

### **Correspondence**



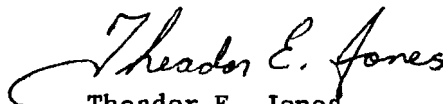
Kansas State Teachers College  
Emporia, Kansas

We are making a study of certain aspects of Title I of the National Elementary and Secondary Education Act of 1965. According to information supplied by the State Department of Education, your school has received or is receiving funds in support of new educational programs through Title I. We are requesting that you complete the enclosed inquiry form and return it to us in the enclosed envelope.

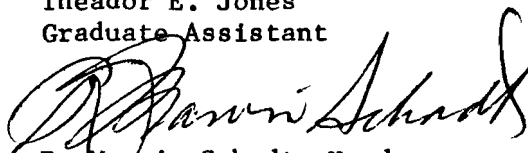
Please be as specific as you can in making your responses. If the space provided for answers is insufficient, use the back of the page and indicate the question to which you are responding. If you have comments about Title I which are not requested in the questionnaire, please feel free to comment.

Your responses will be treated confidentially. No references to specific schools or school districts will be recorded in the final report. We will compile a summary report of the results of the study, and will send you one if you wish. Thank you for your help.

Sincerely yours,



Theador E. Jones  
Graduate Assistant



R. Marvin Schadt, Head  
Dept. of School Administration

TEJ:RMS:lp

Enclosures

Kansas State Teachers College  
Emporia, Kansas 66801

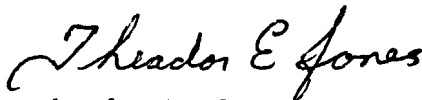
Dear Sir:

A short time ago you received a questionnaire concerning certain aspects of Title I of the Elementary and Secondary Education Act of 1965 as they apply to your particular situation. According to our records we did not receive a reply from your school.

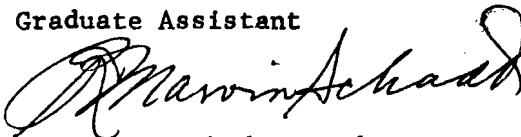
Since we are particularly concerned with questions 1, 4, 5, and 8 under the Specific Information section of this questionnaire, we are hoping for a near 100 percent return. Realizing you may have lost or misplaced the questionnaire, another is enclosed. Please take a few minutes to fill out the questionnaire and return it in the enclosed addressed envelope.

Thank you for making this survey a success.

Sincerely yours,



Theador E. Jones  
Graduate Assistant



R. Marvin Schadt, Head  
Dept. of School Administration

TEJ:RMS:lp

Enclosures

KANSAS STATE TEACHERS COLLEGE  
Emporia, Kansas

February 13, 1967

It is possible that you recently received a letter asking you to answer a questionnaire on Title I of the Elementary and Secondary Education Act of 1965, and no questionnaire was enclosed. Approximately seventeen such letters were accidentally mailed. It was difficult to determine which districts were so mailed and we are trying to see that all districts get a chance to reply, so we are sending questionnaires to a somewhat larger group than the seventeen missed.

If you have already received a questionnaire, please disregard this letter. If not, please fill out the questionnaire and return it at your earliest convenience.

Thank you for your consideration.

Sincerely yours,

Theador E. Jones  
Dept. of School Administration

TEJ:lp

Enc.

## **APPENDIX B**

### **The Questionnaire**

KANSAS STATE TEACHERS COLLEGE, EMPORIA

INQUIRY FORM, Title I Study. (Note: In order to obtain a complete picture of the effect of Title I on Kansas educational system, it is important that all inquiry forms be returned. This is a state wide study that includes every school or school district participating in Title I of the National Elementary and Secondary Education Act of 1965. Your help on this project will be greatly appreciated.)

General Information

1. Name and Number of District \_\_\_\_\_
2. Address \_\_\_\_\_
3. Number of operating attendance centers.  
A. High School \_\_\_\_\_ (9-12)      C. Grade School \_\_\_\_\_ (K-6)  
B. Junior High \_\_\_\_\_ (6-8)      D. Other \_\_\_\_\_
- \*4. Number of teachers in school system. Grades K-6 \_\_\_\_\_  
Grades 7-12 \_\_\_\_\_
5. Total enrollment in grades kindergarten through the 12th.  
\_\_\_\_\_

\* Specific Information

1. How many new teaching positions were created by the initiation of programs financed by Title I funds? \_\_\_\_\_
2. How many teachers for Title I projects were hired from outside the present district boundaries? \_\_\_\_\_
3. How many teachers for Title I programs were transferred from within the system? \_\_\_\_\_
4. If transferred within the system, what was the previous staff position of the teacher(s) now working on Title I projects? 1. \_\_\_\_\_ 2. \_\_\_\_\_ 3. \_\_\_\_\_  
4. \_\_\_\_\_ 5. \_\_\_\_\_
5. If known, what were the previous teaching fields or positions of those teachers hired from outside your system to work with Title I programs? 1. \_\_\_\_\_ 2. \_\_\_\_\_ 3. \_\_\_\_\_  
4. \_\_\_\_\_ 5. \_\_\_\_\_
6. Does your system have a salary schedule? Yes \_\_\_\_\_ No \_\_\_\_\_
7. A. Do any of the teachers hired to work with programs financed with Title I funds receive higher salaries than other teachers with comparable training and experience but not working on Title I projects? Yes \_\_\_\_\_ No \_\_\_\_\_

\*Information from question 4 was not compiled for use in the thesis since the information was not complete enough to be considered valid.

7. B. What conditions led to the paying of a higher salary? \_\_\_\_\_

8. A. Were any educational programs dropped or reduced in order to make room for new Title I programs? Yes \_\_\_\_\_ No \_\_\_\_\_

B. If so, which programs were dropped or reduced? 1. \_\_\_\_\_  
2. \_\_\_\_\_ 3. \_\_\_\_\_ 4. \_\_\_\_\_

\*\*9. (Important) If teachers hired to staff position created by Title I funds were paid higher salaries than teachers with comparable training and experience, as far as observable, has there been any resentment of Title I teachers by non-Title I teachers? Yes \_\_\_\_\_ No \_\_\_\_\_  
Comments: \_\_\_\_\_

10. During the 1966-67 school year, the degree of difficulty in finding Title I project teachers can best be defined as:

A. Very difficult \_\_\_\_\_ B. Moderately difficult \_\_\_\_\_  
C. Normal \_\_\_\_\_ D. No difficulty \_\_\_\_\_

11. During the 1966-67 school year, the degree of difficulty in finding regular classroom teachers can best be defined as:

A. Very difficult \_\_\_\_\_ B. Moderately difficult \_\_\_\_\_  
C. Average \_\_\_\_\_ D. No difficulty \_\_\_\_\_

12. If there was a significant shortage of teachers in any educational area, please state in which areas this shortage was most noticeable. (Include both regular and Title I teaching areas.)

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

13. Use this space for any comments you might have about Title I programs or the general effect of these programs on the present teacher shortage. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

14. Would you like a summary of the results of this study?  
Yes \_\_\_\_\_ No \_\_\_\_\_

\*\*Information from question 9 was not compiled for use in the thesis since this information was not considered valid for the purposes of this study.

**APPENDIX C**

**Comments by School District Administrators**

Comments by School District Superintendents Concerning  
Title I and Teacher Shortage

The Title I program has enabled us to improve our reading program and obtain much needed equipment.

- - - - -

I do not believe any program should be initiated which would not be continued. [It would be better] if the federal government would grant money to be spent as the districts felt was needed.

- - - - -

Money was reasonably easy to secure, but basis for distribution did not take into consideration the current poverty conditions of districts. Restrictions on per cent to be spent for personnel as compared to equipment, materials, etc. were unrealistic, particularly when only small allotments were made. Paper red tape required in making application, evaluation, etc. requires additional personnel which drastically reduces money made available for instruction of children.

- - - - -

Programs increased need for more teachers with certification. These are very difficult to obtain, especially on a half day basis and in the western part of the state.

- - - - -

Title I has increased teacher shortage. The program could be more effective if we knew in advance our allocation so better planning could go into purchasing and ideas.

- - - - -

We sent two of our teachers to summer school for special training in Remedial Reading. This program has produced fine results. We added kindergarten. I don't feel that our program contributed to the teacher shortage although we did add three members to our staff.

- - - - -

Title I has given us two programs which we would not have had in our regular schedule or regular budget program.

- - - - -

I feel that Title I programs contributed to the [teacher] shortage. I feel industry contributed even more for we lost two to industry. We also lost two teachers to Colorado and one to California.

- - - - -

Title I [is] ok, but believe that lone districts could operate a better program if money was allocated to lone districts without federal controls.

- - - - -

We have found that non-Title I teachers have accepted the project as an important part of the on-going school program. They indicate appreciation for and actively make use of the special services made available as a result of the Title I program.

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I feel that these programs have made it more difficult to staff our regular classrooms. I know of one school that paid \$9,000 to a beginning speech therapist simply because federal money was available.

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The Title I program broke about the same time shortages were beginning to develop in all areas of education. This created many more jobs in an already tight market. We experienced difficulty in placing only two qualified people in Title I.

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We simply hired teachers under Title I program that we would have hired under the regular program, if there had been no 104 per cent ceiling on the budget and money had been made available for compensatory programs in the regular budget.

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We have certified personnel on Title I funds; however, they are in the area of special services such as Physical Education Coordinator, speech clinician, psychologist, reading specialist, [and] social worker. These people would not have entered classroom teaching.

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I feel the restrictive elements of the program remove 50% of its effectiveness. The state appears to be more concerned with 18 to 25 thousand dollars than with \$583,000 (our regular budget). Who should know best as to where the money will do the most good--a Washington or Topeka bureau member or a public school administrator and his board.

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I can't see that this really had any effect in our district. We try to hold the salaries on the same level as our regular teachers. I think the demand for teachers just exceeds the supply at present. When salaries get up, I think the supply will more nearly meet the demand.

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Our Title I program has been very successful thus far.

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In our case the Federal Program has had no effect on teacher shortage.

There are other factors I think more influential to teacher shortage (and we can leave out the dollar sign) such as certification difficulty, never fully certified, etc.

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Due to the general teacher situation it is very unwise, I have found, to start a program under Title I that you cannot do with your regular employed teacher.

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Many teachers have been added to the larger schools, and a shortage of teachers has become rather critical.

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In some areas it [Title I] has greatly increased the shortage.

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We had a teacher shortage already and these extra positions under Title I probably took some prospects out of the market in other systems.

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Our Title I programs have greatly improved the quality and quantity of instruction. Cultural Resource Center includes teachers in Physical Education, Remedial Reading, Audio Visual, Library, and a health nurse. I believe that these programs will greatly add to the problem of the acute shortage in good or high quality teachers.

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Last summers program (66 F Y) excellent-used present staff. 66-67 school year programs have reservations. Counselor real help.

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It [Title I] appears to have made a critical situation be more critical.

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I doubt if Title I has had much affect.

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I feel without a doubt that Title I funds have afforded many teachers [the opportunity] to enter a position perhaps of a lighter load, less pressure perhaps, and more attractive salary than common the normal classroom; therefore draining away classroom teachers. (Not that Title I funds have not been put to good use in most worthwhile cause.)

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Title I did have some effect on teacher shortage. In most cases because of the specialized nature of Title I projects, teachers whose ability and background were known were selected from within the staff and replacements were put in classroom positions vacated by these teachers moved to Title I positions.

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Our programs largely expanded and extended previously proved programs. We were able to move more rapidly in Diagnostic and Clinically-trained reading personnel and teachers of emotionally disturbed rooms.

Because the program is "over and above" existing programs it undoubtedly hampered the availability of teachers and ready availability of certain instructional supplies and equipment.

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They are good programs if the federal government will continue to help support with financial aid. We could not keep these programs under the 104% [restriction on budget].

The establishing of elementary libraries, reading programs and etc. are no doubt contributing factors in the teacher shortage.

Our program under Title I involves Special Reading. Our teacher works with one to three students at a time two or three days a week. We feel we are making significant improvement in our reading program--enough to warrant continuation of the program.

No direct effect here--only indirectly to the unknown extent that new positions were created in other areas.

The insecurity involved with the financing of Title I projects could lead to a considerable loss of interest in making use of what federal money that might become available. I am presently questioning the thought of continuing the present program for another year. I also agree with many of my associates that Title I money has not helped the availability of good teachers.

Title I programs took many teachers from regular classroom positions and was, in my opinion, the principle cause of teacher shortages, especially in the fields of counseling, English, and reading. The program could be much better if one of general aid instead of "poverty program." Also, if funds could be allocated much earlier so that planning could be done with some assurance of what funds would be available.

Unification and Title I both have contributed to the teacher shortage. Unification because many administrative positions were created that did not exist before.

Proposed programs are helpful; however, uncertainty of funds most undesirable.

In some cases it was an opportunity to change positions within the teaching field. Did make shortage because some left regular classroom to be a special area teacher.

We have a Title I Reading program--we have helped some students to higher reading levels while some have not gained as we had hoped. We have been able to purchase some much needed equipment.

No comments other than those common everywhere. Mainly, federal money not made definitely available early enough to count in with regular budget.

I feel Title I took up every available teacher including those that otherwise may not have gone into teaching.

Most of our Title I money has been used for equipment. We did pay some teacher salaries for a summer program but we had already had a summer program anyway.

The programs have added a little to the difficulty of getting teachers.

Most of the Title I personnel employed during the 1966-67 school year were contracted following a relatively short period of employment during the 1965-66 school year. Should such personnel have to be replaced for the 1967-68 school year, we would most certainly have difficulty in finding qualified individuals.

The program isn't affecting the shortage in our area. If we were not using the teachers in Title I work we would be using them in our system though--in reality it did create more jobs. One teacher who retired last year was retained under Title I and one was a housewife who came back into teaching.

Undoubtedly has added to problem of teacher shortage. We feel the program has been needed for many years.

I doubt if Title I has had any effect on the teacher shortage. It would seem to me that unification would better utilize teacher effort with larger class sizes (in some cases) to more than compensate for Title I. Wages is main reason for shortage.

Our program is Remedial Reading--conducted during school year and summer term. A noticable improvement in majority of students in their other class work. Excellent reception by parents.

In this community we have several housewives who wanted to teach during the summer under Title I who are qualified teachers.

Title I has increased the teacher shortage.

This program has too many limitations to be a good sound educational or economical program.

The programs under Title I do create or help create a teacher shortage, but it helps teachers to realize that further training is needed and in many cases specialization in specific areas of curriculum are greatly lacking. Teachers and administrators are looking at their programs with intense interest and asking for outside help from specialists in the fields. This in my opinion is leading the way for improvement and helping to really make the field of education a leading profession.

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Our school is fortunate in being close to a college town. Many times a spouse is in the process of finishing school or obtaining an advanced degree. Our shortage did not occur in the Title I area.

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Title I placed a heavy strain on the supply of teachers especially in reading and English fields.

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Very successful--shouldn't have cut allocations to 85%.

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It has increased the teacher shortage because we have improved those in certain fields to fill in on Title I projects thus creating a shortage in certain areas.

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We are having excellent results with our Title I programs. We have experienced no difficulty in staffing with well qualified personnel.

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It would seem that the Title I programs were a very definite factor in the teacher shortage. School districts hired more teachers than normal so that Title I projects could be started.

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The creation of new programs has increased the demand for teachers. This made the already teacher shortage more critical.

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Title I programs had little if any effect on teacher shortage in our case. We use two one-half day teachers as one-half day Title I teachers making them full time.

Title I Reading project most beneficial we feel.

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It is quite evident that a major factor in the present teacher shortage is a result of so many regular teachers having been placed in Title I programs.

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In our system we had no problem finding teachers for the Title I program. This, however, was due to the fact that we have a number of women in our community who are certified teachers but have given up teaching for the career of housewife. All of the three teachers in the Title I program in our school are of this group. They were looking for part-time work.

Did not seriously affect the teacher shortage. It was a real benefit in compensating the 104% [budget increase restriction].

Our program has worked real well because we hire most of our teachers during the summer months. Therefore we have had good luck hiring qualified teachers. The main difficulty with Title I has been not knowing if we would get the money. Our Title I program was approved in August, 1966 and we still do not know if we can get the total amount approved. You cannot set up a good program under this condition.

Title I programs carry the problem of uncertain financing. It would be helpful if financing were available early enough for adequate planning.

Title I has made it possible to reach areas that we could not reach because of the 104% of the budget.

It would be nice to know the amounts from year to year so one could plan a continuing program. At the present time it is ridiculous with a program and no funds.

The uncertainty of funds is a factor.

Considerable amount of new positions created from Title I programs. The ability of some districts to pay higher salaries has been a serious factor in teacher recruitment. Hate Congressional funding of Title I money. It delays to a good extent confidence in contacting personnel for next years programs. Good factors concerning Title I is ability of schools to aide disadvantaged youth to extent not before able to do. Private-public school cooperation and understanding much better than previously. Programs need to remain pliable to adjust for needs and unforeseen changes.

We transferred one primary teacher to Title I. We feel the replacement teacher proved to be very unsatisfactory. No doubt Title I programs have had a serious effect on the present teacher shortage.

The greatest criticism we have of Title I is the appropriation of funds. We placed our Title I teachers under contract in

April, 1966. It is now February, 1967, and we still do not know our exact allocation. We are very hesitant to place teachers under contract with this type of budgetary procedure.

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I resent in Title I the degree of control exercised by the federal government. Unless our state departments and local systems are able to stand on their own the schools are awaiting the fate of a Washington heavy hander buracracy.

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Are you kidding!! There are simply no surplus teachers anywhere--even the very poor ones have positions.

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Unification and Title I are contributing factors to the teacher shortage in our district. We have added 3.5 teachers this year and have an opening for a guidance-counselor which we would have hired last fall had an average or good candidate applied. We are paying 1.5 teachers under Title I, and the counselor would also have been paid out of the same fund.

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Our basic program under Title I was a reading program and was held during the summer and will be again this summer. We have had one class of reading on the secondary level during the school year. This is the only way that we could have a successful program by using our present staff. We found it impossible to secure teachers outside our present teachers for this program.

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We need to cut the red tape at the state level as well as the national level.

Financing should be done easier so we can plan better.

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Hays being a college town leaves us in a more favorable position as far as teachers are concerned than many places. Our biggest headache has been in the area of financing--sweating out whether the money will be received in time to meet the payrolls.