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capacity to treat or to rehabilitate them. But while pressure on the medical system remains constant, U.S. support for it has continued to decline.

## II. Cambodia

1. In four years of war, Cambodia has become a nation of refugees. Over half its population have become refugees, moving from the countryside into the city. A desperate situation last year has become even more precarious this year as each new day of war adds more refugees to swollen towns and cities which offer no shelter and even less hope. Some 1,140,000 refugees are officially registered, but the cumulative total refugees is close to 3,389,000.

2. War damage has been extensive, as the Cambodian government steadily loses control of territory—now claiming less than 15% under government control. Once a rice-rich nation, it now depends upon three-quarters of its rice from the United States.

3. Medical needs are critical. Without the presence of medical teams from the Indochina Operational Group of the International Red Cross, the war casualty problem in Cambodia would be catastrophic, rather than the mere crisis it is today. Nearly 50% of the hospital facilities have been destroyed, and there is no internal capability or administrative capacity to deal with the new medical burdens created by war—some 7,000 civilian war casualties each month. There remain critical shortages of beds, medical supplies and personnel to treat an ever growing number of casualties, much less to provide rehabilitative services.

4. The refugees of Cambodia have long been ignored. Only this past year—after years of inexcusable neglect—have additional funds and personnel been made available for refugee programs within AID and for the programs of voluntary agencies.

5. As in South Vietnam, a serious orphan problem has emerged with the war in Cambodia. Estimates of orphans who have lost one or both parents range as high as 250,000. The U.S. Embassy estimates that there are 3,000 to 4,000 orphans who have no family, and are in need of the care of orphanages which do not exist.

6. Nowhere in Indochina is there greater urgency to the humanitarian needs of refugees and war victims, and the highest priority must be placed upon increased international assistance and American support for the programs of the International Red Cross and other voluntary agencies. And this urgency will remain until diplomacy ends the long, entirely senseless war in Cambodia.

## THE MINNESOTA RIGHT TO READ PROGRAM

Mr. MONDALE. Mr. President, I would like to take a few minutes today to discuss an article I recently read in an issue of American Education. It concerns an effective reading program instituted in Minnesota which is having remarkable success in the fight against illiteracy. The reading program was initially promoted by Gov. Wendell Anderson and the State education commissioner. It is a comprehensive plan to combat illiteracy, intended to encompass both children and adults.

As an overview of the situation, it is significant that the national figures for illiteracy are proportionally higher than those in Minnesota. It is also noteworthy that illiteracy rates have not been reduced in the United States in the last 23 years. Our country ranks with France and Belgium as the developed nations with the highest illiteracy rate.

To effectively counter this predicament,

Governor Anderson has appointed a Right to Read Advisory Council to deal with illiteracy in Minnesota. Flexibility is the watchword for the right to read program which the council has established. Its strategy begins with the assumption that almost every child can learn to read, and implicit in the program is the idea that right to read means the right to learn how to read, not just the right to be taught. Time becomes a variable in the Minnesota plan and not a constant, so that a teacher remains with a child or adult until illiteracy is conquered. According to the program, the teacher takes into account that some students learn faster than others.

Right to read in Minnesota is both federally and State funded and plans to achieve the national literacy goals that 99 percent of students will be literate by age 16, and 90 percent of citizens over 16 will be able to read by 1980.

As a step in this direction, the Minnesota administered Adult Education Act has enabled training for local directors of right to read agencies so that literacy programs could be established in their communities. The result is that approximately 1,000 adult tutors have already been trained and more than 400 adult nonreaders have learned how to read.

For the Minnesota program it is not enough that money is appropriated, but that it is administered with as little overlap in services as possible. To quote from the article:

A significant aspect of the Minnesota plan is its assumption that local, well-prepared leadership in each school district is essential to the resolution of reading problems.

Mr. President, there have been four phases of the right to read program over approximately 3 years. When phase I began in the fall of 1972, it involved 22 local school districts, 19 of these public and 3 nonpublic. Participating were 39,000 K through 12 pupils, almost 2,100 teachers, and a significant number of adult nonreaders. The news media worked to foster public support and encourage interested people to become volunteer tutors. Phase II in academic year 1973-74 expanded the program to 110 school districts and 55 nonpublic schools. Phases III and IV during 1974 and 1975 are in the process of extending right to read to all remaining schools in Minnesota.

A major aspect of the Minnesota plan is that it teams adult nonreaders with adult tutors. The reading method used was created over 40 years ago and is responsible for having instructed between 60 and 100 million people in different areas of the world to read. It has proven to develop a rapport between teacher and student.

In addition, conclusive results were found when the first phase of the Minnesota program was analyzed to determine its effectiveness.

A reading inventory was administered to representative samples of right to read and nonparticipating students, and the right to read students scored significantly higher.

Mr. President, this important model program should be brought to the attention of the American public. I ask unanimous consent that the American Education article be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

## MINNESOTA'S ALL-OUT DRIVE ON READING (By Micheal W. Fedo)

The impact of the National Right to Read effort has been felt in many communities around the country in recent years, and 31 States have put into operation programs in selected school districts to prepare leaders on reading program development. In Minnesota, where Right to Read is firmly established as the State's number one educational priority, Governor Wendell Anderson and State Education Commissioner Howard B. Casmey have committed the resources of the State Department of Education to the task of eliminating functional illiteracy at all levels throughout the State by 1980. Thus, in Minnesota, Right to Read means that parents can take comfort in knowing that no stone will be left unturned in making sure their children will learn to read in the school program. It also means that adult nonreaders will be given every chance to overcome their depressing handicap.

Minnesota developed a comprehensive plan for meeting its reading needs after taking a long and penetrating look at some disturbing facts of life within its borders. That such a plan was clearly necessary was expressed by Hugh Schoephoerster, State Right to Read director. "We found upward of 250,000 Minnesotans who had left school after completing fewer than eight grades. Many of them had either reading disabilities or couldn't read at all. Half or our State's unemployed between 16 and 21 are functionally illiterate. It has been reported that about one child in every eight enrolled in the State's school has a reading problem and is a candidate for failure."

That national figures for illiteracy are proportionately higher than these makes Minnesota's situation no less grievous. "If fewer youngsters fail reading in Minnesota than in some other States, we're still talking about failure," Dr. Schoephoerster says. "Beyond this, literacy levels have not been reduced in this country during the last 20 years. As a nation, we rank along with France and Belgium as the developed nations with the highest illiteracy rate."

Right to Read in Minnesota began when Commissioner Casmey and Governor Anderson agreed that reading had to be made a top priority. Governor Anderson challenged Minnesota educators when, in December of 1971, he told them: "As I look at the schools, as Governor, as a concerned citizen, as the father of three children soon to begin their school experiences, one area of instruction and one goal stands out as the most critical for each child. That goal is the ability to read."

"The ability to read is absolutely essential to the fulfillment of human potential in today's increasingly complex society. While deficiencies in any major subject area can be crippling factors, the inability to read is overwhelming. Without this skill, the student cannot effectively function in other areas of scholastic endeavor, much less hope for success in post-school employment or in life situations. As educators, you know the cruelty of this kind of deficiency for a child as he grows older. You know the failure that he suffers and the side effects on his behavior as he attempts to hide the shame and the hurt."

"I see in a Right to Read program the potential for a specific identifiable goal in education—a goal which is universally understood, which stands out clearly amidst the complexities of the many current education endeavors. It can be the rallying point for renewed confidence in our schools."

The Governor thereupon appointed a Right to Read Advisory Council to address the illiteracy problem in the State. The council, constituted from a cross-section of

citizens, adopted the criterion of the U.S. Office of Education's National Right to Read program that functional literacy meant being able to read at the fifth-grade level. It further took the position that all but perhaps one percent of the population can be taught to read, and that parents have the right to expect that their children will be taught to read in school.

The council determined that drastic reform would be necessary within at least that part of the education system that consistently produces large numbers of functionally illiterate individuals. It felt that reform should be comprehensive, to include rural and urban, small and large, public and non-public schools, all of which needed to be served equitably. Nor did it neglect the needs of the out-of-school adult nonreader, recommending a range of services for this considerable group. Finally, the council concluded that whatever the shape of the operational plan to attack the State's reading problem, it must have clearly stated objectives, a broad base of public support, and a set target date for completion of the task.

Perhaps the key to the entire statewide reading effort was fashioned when the council established and disseminated a statement of "criteria of excellence" in reading program development, detailing 24 functions considered essential to the conduct of a comprehensive reading program. Acting upon the council's recommendations, Commissioner Casney initiated action to assure that a critical mass of State resources and personnel was concentrated on putting those functions into action. Toward that end he called together members of the State Education Department staff who worked in areas affecting reading and formed them into a State agency task force with the assignment of coordinating their various endeavors toward the common goal. Such has been the progress of the twin efforts of the council and the task force that by next year the Minnesota plan—which presently involves more than 400,000 youngsters, K through 12—will be in effect in every Right to Read school in the State.

Given the dimensions of the job to be done, it is not surprising that considerable sums of money are involved. More than \$40 million is being spent annually on reading-related programs administered by the State agency task force itself, plus the millions spent by local school districts for reading instruction. From the very outset, however, a first concern of the reading planners was not just that dollars were available for the program but that there should be a comprehensive, coordinated strategy for eliminating illiteracy. Only then, they felt, could it be determined with some degree of accuracy how many dollars would be needed to carry out their purpose.

Minnesota's strategy starts with the assumption that each child can achieve mastery of reading skills, and implicitly states that Right to Read does not mean the right to be taught, but rather the right to learn how to read.

Says Dr. Schoephoerster about this approach: "A teacher stays with a youngster until that youngster has mastered a skill—no matter how long it takes. The teacher does not leave the child floundering hopelessly behind because he or she didn't get the point at the same time the others did. We're talking about making time a variable in the instruction process instead of allowing it to remain a constant. This, of course, has implications cutting across the whole fabric of teaching in this State. In the short run our plan hopes to achieve teaching for a mastery of reading, this being a fundamental skill required for nearly every subject. But if the determination to stick with a child until he or she masters a skill is carried to its logical conclusion, then classroom failure is done away with, for it is reasonable to

expect that this practice ultimately would extend to each subject a student takes. How better could education be humanized than to program failure out of existence?"

This special kind of perseverance is not to be taken lightly, involving as it does enormous dedication on the part of teachers. Nor can they be expected to handle the responsibility alone. "The State helps implementation programs," says Dr. Schoephoerster, "keeps them workable so the teacher isn't physically and emotionally drained. In many cases this means providing special assistance, particularly through volunteer aides."

A guiding principle in this and other aspects of the Minnesota plan is recognition of the fact that some students learn faster than others. Where the vital skill of reading is concerned, school officials now say, "Okay, some will get it sooner than others. But all will get it. No child will leave school without acquiring reading skill."

The practical application of that principle may be said to have begun back in 1972 when Minnesota became one of 11 States granted seed money from the Office of Education to determine how its agencies could attain national literacy goals. These goals assert that 99 percent of the students will be literate at age 16, and that 90 percent of the citizens over 16 will be able to read by 1980.

Since that time the Minnesota legislature has made important contributions, allocating \$100,000 to the State Department of Education in January of last year and recently granting another \$300,000. These monies combined with redirected funds from within the State agency and Federal Right to Read grant awards are used to carry forth the plan of action. This means that the State is picking up three-quarters of the Rights to Read cost for fiscal year 1975. In addition to State resources, State-administered Federal dollars were put to work to solve the problem. Title II of the Elementary and Secondary Education Act and Title III of the National Defense Education Act provided local school districts in the State with incentive grants totaling more than \$300,000 for the purchase of materials and equipment to help individualize instruction. Another \$40,000 came from ESEA Title V, to finance the initial study to determine the impact of the Right to Read strategy on student achievement. Meanwhile, funds from the State-administered Adult Education Act provided training for Right to Read directors in local education agencies to establish and operate an adult literacy program in their communities—with the result that nearly 1,000 adult tutors have been trained and more than 400 adult nonreaders have learned to read.

Minnesota officials reiterate, however, that a basic consideration is not just that Federal monies have been made available—as they have in fact been to numerous States seeking to establish meaningful Right to Read plans—but that such resources be concentrated and coordinated so as to produce the greatest possible impact. The focus on that kind of effort is illustrated by a recent memorandum issued by Jack Hanson, the State's director for ESEA Title I (assistance for the education of children from low-income families) which stated if a local Title I director's school district was also a Right to Read district, the Title I director and Right to Read director must jointly agree on how Title I money was to be spent for reading projects. In short, they were not to work at cross purposes.

As for the day-to-day operation of the program, a local education agency (LEA) seeking to participate in it must first sign a contract with the State office stipulating that each pupil will be given the competence he or she needs, regardless of difficulties, and that a reading director will be selected and given the authority to achieve that objective. The local school board must mean-

while have secured approval and a pledge of cooperation from the teaching and administrative staffs, and have authorized the establishment of a local task force, whose recommendations it will consider. As the latter point indicates, a significant aspect of the Minnesota plan is its assumption that local, well-prepared leadership in each school district is essential to the resolution of reading problems.

The plan includes four phases over three-and-a-half years, and will officially end on December 31, 1975. By that time it is expected that Right to Read will be ongoing and self-perpetuating everywhere in Minnesota.

The first phase began in the fall of 1972 when the State invited local school districts to participate. Acceptance of that invitation carried with it a commitment by the school board to the Right to Read concepts, the designation of a reading director, and the agreement to make this director available for a 30-day training program conducted by the State Right to Read staff, followed by six months of "on-the-job" development in his own school district.

The training of the local Right to Read directors involved some areas they most likely never encroached upon during their professional preparation for teaching—the organization and management of a school district program, for example, or the various ways that additional instruction time can be generated. They were also instructed in the operation of Federal programs and the workings of the State Department of Education. All this without neglecting competence in basic reading theory, the organization and administration of a reading program, and the skills and relationships involved in being a successful change agent. Also, because each local reading director was expected to be thoroughly versed in all aspects of the program, a part of the time was set aside for study of programs for the disadvantaged, the handicapped, the gifted, summer school efforts, and others. Still another part of the training was given over to preparing administrative manuals, in-service training materials for teachers, and a school district plan of action directed toward the full attainment of the "criteria of excellence."

Of the 22 phase I directors trained in that first year, eight were subsequently selected to serve as regional directors after they had completed a year of work in their respective school districts. The arrangement called for a leave of absence by their local school boards of education and employment by the State Department of Education, with the assignment of replicating the training process throughout the State. Under the plan the local director assumes grass-roots functions in starting programs and putting them into effect, while the regional directors support these local efforts through training and counseling. Thus a multiplier effect was incorporated into the Right to Read Operation.

Of the 22 local school units in phase I, 19 were public school districts, and three were nonpublic. Involved were over 39,000 K-12 pupils, almost 2,100 teachers, and scores of adult nonreaders living within the boundaries of each jurisdiction. The news media also played a role, particularly in eliciting public support for the program and encouraging interested persons to apply as volunteer tutors.

Phase I, which was largely experimental in character, purposefully was kept small, so that it could be more easily managed and so that regional directors could get a clue to what they might expect in subsequent phases. With the basic problems thus ironed out, phase II was launched during academic year 1973-74 and saw regional directors training reading directors in 110 school districts and 55 nonpublic schools. Phases III and IV, through this year and 1975, will include all remaining schools in Minnesota.

Marie Struss, a phase II director in the Wayzata district, describes her duties as "getting into program development and a good deal of inservice training of classroom teachers. My basic role is to assist all the people who have contact with the children, and that includes not only teachers but parents, aides, volunteers, and all our substitutes. In short, I work with anyone who might have an influence on a child's learning."

The potential of the community in carrying out such a program is illustrated by the case of Shakopee, a southwest suburb of Minneapolis and one of the first communities to implement Right to Read. Regional Director Doris Surprenant reports that senior citizens and members of civic organizations were quick to join parent groups in volunteering for service, and some volunteer reading tutors were even drawn from a nearby State penal institution.

"Right to Read seemed to bring the entire community together," says Shakopee superintendent Robert Mayer, "and to get people really involved in the schools. Senior citizens have constructed word games for classroom use, for example, and many groups have contributed funds as well as services to the project." While most of the volunteers are housewives or senior citizens, their ranks also include high school seniors who tutor for one or two hours a day, for which they receive partial credit in a Family Life course.

A reading session in a Shakopee first-grade classroom may find the teacher in one corner with a group of youngsters reading from the basic text. Around the room, several children are playing games similar to Monopoly but designed to help them learn to recognize sounds. At a table, a housewife volunteer is working with two boys, developing word meanings so that soon they may be ready to start with the basic text.

Says Ms. Surprenant from her vantage point as regional director, "The children are picking up the security that comes from knowing they will learn. There's none of the pressure they used to feel about having to stay even or struggling to catch up." As a sidelight, other teachers say that the children appear to feel no impulse to tease or belittle a student who isn't as far along with reading as the others.

The Right to Read criteria of excellence in Minnesota require thorough recordkeeping on each student, and these records follow the students all the way through their participation in Right to Read. For some that participation may continue into high school. Though the assumption is that most students will be functionally literate by that time, the program can make allowances for those who haven't quite gotten there. For them the English class becomes a reading class, and while they might not tackle Shakespeare or Milton, the determination is they will not leave school frustrated by the lack of the fundamental reading skill.

While the main thrust of Right to Read is at school-age children services to adult nonreaders are recognized as being no less important. As Governor Anderson said in a recent speech, "It is just as tragic to be unable to read if you are 35 or 50 as if you are 15."

Take, for example, Ernie, a Shakopee resident in his late 30s, and a first-rate mechanic whose boss recently offered him a job as head of the shop. Ernie turned the offer down, lamely explaining that his wife felt he'd be away from home too much of the time. The truth was that it pained Ernie to refuse this job but he knew he couldn't handle it because he couldn't read. Fortunately the boss learned of Ernie's shortcoming and got him into Right to Read where a tutor reports that he's overcome the nonreader stigma and is comfortable in his studies and doing well.

A kindergarten teacher in a Right to Read school reports that she was approached by a pupil's mother who had a pathetic problem. "Please teach me to read," the woman pleaded. "I'm so ashamed. My little girl has started to bring home books and she asks me to read them to her and I can't. I don't want her to know her mother can't even read children's books." She was promptly assigned a volunteer tutor and has by now completed her basic reading skills. "For the first time," she recently told the teacher, "I feel I'm really alive."

The practice under the Minnesota plan is that tutors teamed up with adult nonreaders are also adults, drawn from the local community. The method used is that developed by missionary-educator Frank Laubach over 40 years ago, with the lessons relying heavily on phonics and picture associations and the theme being "Each one, teach one," which in practice establishes a one-to-one relationship between tutor and nonreader. Dr. Laubach's method, credited with teaching between 60 and 100 million people around the world to read, anticipates that rapport will develop through friendship and the proper use of materials. That such rapport has in fact developed in Minnesota is demonstrated by the willingness of the adult tutors to pay for their own training and to purchase instructional materials out of their own pockets.

While a program committed to excellence is inherently applaudable, the test is whether it gets results. Phase I of the Minnesota plan has been recently analyzed by a professional evaluation team, with interesting results. In the evaluation, a random sample of students in both Right to Read and nonparticipating classes was administered a Prescriptive Reading Inventory (PRI), a "criterion referenced test" which measured attainment of 90 skill-related objectives rather than each student's achievement against that of the others. In terms of such skills as recognition of sounds and symbols, phonic analysis, structural analysis, translation, literal comprehension, interpretative comprehension, and critical comprehension, the Right to Read students scored significantly higher than those from nonparticipating classrooms.

"We're convinced that Right to Read works," states Commissioner Casmeay. So are hundreds of teachers, administrators, and parents, to say nothing of the students—the eighth-grader who had once threatened to drop out of school because he couldn't read, for example, or the draftsman who used to have to get help from his wife every time he came across instructions he couldn't decipher. Right to Read is tangibly meaningful in their lives, and in the lives of thousands of others who are breaking free of the shackles of illiteracy.

#### RESEARCH AND THE QUEST FOR CLEAN WATER

Mr. DOMENICI. Mr. President, I feel that I must again convey to the Members of the body my concern for the research program which is being conducted as part of the Federal Water Pollution Control Act. The Water Pollution Control Federation has an excellent position paper entitled "Research and the Quest for Clean Water" which I believe highlights many of these problems. Due to the length of this article, I am not enclosing it in its entirety, but I am, instead, highlighting certain aspects. I ask unanimous consent that excerpts from this report be printed in the RECORD.

There being no objection, the excerpts were ordered to be printed in the RECORD, as follows:

#### EXCERPTS FROM RESEARCH AND THE QUEST FOR CLEAN WATER

The decade of the 70's was inaugurated by a rising global concern for environmental quality. Within many nations, this concern has been translated into landmark legislation designed to protect and enhance the quality of the environment.

The 1972 amendments to the Federal Water Pollution Control Act (Pub. L. 92-500) represents part of the United States' response to this world-wide concern for the environment. In establishing the ambitious goal of restoring the chemical, physical and biological integrity of the nation's waters, Pub. L. 92-500 pinned a large part of its hopes for success on an aggressive, far-reaching research program.

This statement of research needs is based on the growing conviction of the Water Pollution Control Federation, which comprises 23,000 public officials, scientists, professional engineers, and treatment plant operators and managers, that the nation and the objectives of Pub. L. 92-500 are being poorly served by present water pollution control research efforts. The Federation has felt an increasing need to call on its broad-based technical expertise to provide a concise discussion of those problems requiring urgent attention if the nation's pursuit of clean water is to have a chance of success. Although this statement of research needs has chosen Pub. L. 92-500 as a convenient focal point, it bears noting that the global character of water pollution gives this listing of research requirements an international applicability that varies only in some of its particulars.

The Federation's sense of urgency over the state of water pollution control research has its origin in the convergence of conflicting social demands on our water resources. On one side, population and economic growth have made increasing demands on the waterways to carry off the by-products of our affluent, industrialized society. On the other side, citizens have been demanding improvements in water quality for public health, recreational, commercial, and aesthetic reasons. Since availability of water is finite, the convergence of these conflicting social demands presents a critical challenge in reconciling these environmental and economic demands. The ingredients of such a reconciliation include: (1) development of analytical tools for measuring and assessing the problem; (2) development of improved and more cost-effective treatment technologies; (3) development of environmentally more acceptable methods of disposing of pollutants removed from our waters; and (4) development of management policies that assure optimum and equitable implementation of control strategies.

Unfortunately, the technical and analytical tools available for this reconciliation are severely limited. Although substantial technological progress has been made over the years, achieving the full range of the nation's commitment to clean water requires continued advances and new approaches. The purpose of this document is to identify representative technical and analytical shortcomings and to indicate where research advances are needed. With the passage of Pub. L. 92-500 the American public established its financial and emotional commitment to clean water; it is now time for the scientific and technical community to fashion the additional tools needed to honor this commitment.

It is also worth stressing that any failure to close the gap between the nation's financial and emotional commitment to clean water, and the availability of technological tools to do the job poses several hazards. One possibility is that the expense and inadequacy sometimes associated with today's approaches may cause second thoughts about water pollution control efforts. The public and private sectors today are spending billions of dollars