

CAPE OUTLOOK

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CAPE Submits Chapter 1 Reauthorization Recommendations to House Committee

In response to a request from Rep. Augustus Hawkins (D-CA) Chairman of the House Committee on Education and Labor for recommendations on the Reauthorization of Chapter 1, CAPE submitted its views to the Committee in mid-January. Chapter 1, the largest federal elementary and secondary school aid program, technically expires in September (but is eligible for a one year extension) and its reauthorization will receive top billing in the 100th Congress in both the House and Senate.

The Chapter 1 program is universally recognized in the private school community as one of the most important programs involving private school students. However, the Supreme Court ruled on July 1, 1985 in the *Aguilar v. Felton* case that the most commonly employed method used to serve private school children — that of public school teachers providing instructional services on the premises of nonpublic sectarian schools — was unconstitutional. The *Felton* decision has had a serious detrimental impact for educationally disadvantaged children attending private schools. According to a survey conducted by the United States Catholic Conference (USCC), a CAPE member organization, since September 1985, 40% of private school Chapter 1 students are either not getting services, are getting services under minimally acceptable circumstances, are waiting for appropriate services to be arranged or have simply given up. In addition, vitally important Chapter 1 dollars have been siphoned off to cover some of the administrative expenses incurred in developing costly alternative service-delivery approaches for certain private schools, seriously reducing the funding available for Chapter 1 educational programs for both public and private school children. (Some Chapter 1 services are being provided to private school children in mobile educational vans or in leased neutral sites. Others are being bused to public schools or districts are providing chaperones when these children walk to the nearest public school.) Moreover, some of the efforts to provide alternative service-delivery methods to private school Chapter 1 students have engendered considerable inter-community strife.

At the top of CAPE's recommendations for the Chapter 1 reauthorization is the amelioration of the situation resulting from the *Felton* decision. In its letter, CAPE suggested several options for the Committee's consideration. Among them was support for the principle that parents should be more involved in the education of their children and that Chapter 1 parents should become vital partners in the delivery and effectiveness assessment of the Chapter 1 services received by their children. To that end, CAPE urged that parents of Chapter 1 students be required to confer with their child's teacher and principal twice a year and that parental choice be a respected part of those conferences.

Following that theme of parental choice, CAPE urged in its recommendations careful consideration of the Department of Education's proposal for solving the *Felton* crisis.

Additionally, CAPE expressed its support for the creation of a fund for the purpose of meeting one-time expenses incurred by local education agencies in delivering services constitutionally to private school students. This fund would make it possible to maintain normal levels of Chapter 1 services without reductions for the special administrative costs of delivering services to private school students.

In mid-February, the House Education and Labor Subcommittee on Elementary, Secondary and Vocational Education is expected to begin its hearings on the Chapter 1 reauthorization.

Unrelated Business Income

In an effort to determine the potential effects of possible tax legislation regulating the unrelated business income of schools and colleges (see OUTLOOK #125), CAPE is now circulating a questionnaire to its member organizations and others to gather information about the kinds of activities and amounts of income which are involved in member schools. Preliminary checks made by CAPE suggest that such income represents only a small portion of the annual budgets of those schools but that the need for such income is significant in the continuing school struggle to keep quality high and tuition increases low. It would appear that the primary school activities generating such income are the rental of certain facilities to the public and school store income.

Schools which can give us information as we consider our response to legislative activity about this matter are cordially invited to do so.

Elementary Schools Get A Report Card

Exemplary Schools, 1986 the report by James Howard of the 1985-86 Private Elementary School Recognition Program managed by CAPE has just come off the press. Describing the characteristics of 60 private elementary schools recognized as strong and distinctive — competent leadership by men and women with often widely different styles and views, top-notch teaching imbued with commitment and strengthened by team-work and a well-conditioned sense of school uniqueness and self-reliance — the report stresses the vital place of autonomy in these nationally recognized schools.

“Autonomy feels good” writes James Howard. “In balance with collaboration it makes for high teacher morale, and morale is perhaps the chief ingredient of the climate that pervades exemplary elementary schools.”

That autonomy is central to effective schools is often overlooked even by those who are most concerned about school improvement. In a conference last summer to critique Secretary Bennett’s valuable contribution to elementary education, *First Lessons*, a group of eminent elementary school educators, meeting under the aegis of the Elementary School Center, paid no attention to this phenomenon in a wide-ranging, well-informed day-long discussion about all aspects of elementary education.

Clearly one contribution of effective private schools to school improvement is to show what autonomy of ownership, management and teachers can do to enhance good education.

Among other features of the recognized elementary schools is the central role played by the arts. Not only are they seen by many school heads as basic skills akin to the three R’s but they also teach disciplines requiring “the development of techniques and specific skills” and open up opportunities for creative and imaginative work in all areas at all levels. (Report quotes are from school heads.)

Secretary Bennett wrote that “an elementary school that treats the arts as the province of a few gifted children or views them as recreation and entertainment, is a school that needs an infusion of soul.” (*First Lessons* p.35)

This report concurs and adds that *both* soul and mind are the proper objects of the arts taught in school.

Finally, the report gives major attention to the private elementary school’s role in the formation of character and values. “Unquestionably the commitment

most private elementary schools make to the development of character is a powerful attraction to parents and teachers alike. Emboldened by conviction and enabled by the law of the land, church-related schools put this purpose up front and keep it there. ‘Character development is primary in our planning,’ asserts a Catholic school. ‘We highlight responsibility, courtesy, honesty, reconciliation, courage, justice and the importance of offering service.’” A Friends school asserts, “We stress acceptance of differences; we emphasize cooperation with concern for others; and we encourage a sense of commitment toward the larger community.”

In summary, *Exemplary Schools, 1986* gives a vivid snapshot of what is most significant about 60 first-rate private elementary schools. In it one may find few new themes but one finds that the old ones are vividly brought to life.

Copies of the report may be obtained by calling or writing CAPE, 1625 Eye St., NW # 822, Washington, D.C. 20006; 202-659-0016.

CAPE Board Proposes Think Tank

At its fall meeting, CAPE’s Board of Directors approved the creation of a small advisory group to consider issues, problems and opportunities for private schools over the next decade. Concerned that CAPE and private education generally have too often been in a reactive position in relation to major issues and challenges involving private schools, the Board intends that the private school community should be the beneficiary of careful reflection and informed consideration not only of what may significantly affect private education but also of steps that can be taken to strengthen private schools and their contribution to the public good. The CAPE advisory group will meet at least once before CAPE’s spring Board meeting when a progress report will be presented.

The group will be chaired by Al Vanden Bosch, Chairman of the Illinois Advisory Committee on Non-Public Schools and will be made up of Adrienne Bailey, Vice President of the College Board, Professor John Coons of the University of California Law School at Berkeley, Denis Doyle of the Hudson Institute and a member of CAPE’s Advisory Board, Brother Peter Clifford of Christian Brothers in Narragansett, Rhode Island, and Dren Greer, former headmaster of the Francis Parker School in Chicago. CAPE’s Executive Director, Robert L. Smith, will also be a member of the group.

COUNCIL FOR AMERICAN PRIVATE EDUCATION/1625 Eye Street, N.W., Washington, D.C. 20006

(202) 659-0016

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Robert L. Smith, *Executive Director*; Kellen Flannery, *Editor*; Jay Roudebush, *Art Editor*

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Legislative Update

The 100th Congress convened on January 6 and was greeted immediately by the President's budget proposals for fiscal year 1988. The new budget — Reagan's seventh and the first spending proposal to pass the trillion dollar mark — resembles many of the President's previous fiscal blueprints in ideology: It proposes no new taxes and seeks broad and deep reductions in domestic programs, from school lunches to medical care for the aged, and increases in spending on defense and foreign aid.

In education, the President proposed a budget which would reduce federal education funding 28% from \$19.5 billion this year to \$14 billion next year. \$4 billion of the \$5.5 billion in cuts would come from higher education programs. A summary of the impact of Administration funding proposals on elementary and secondary education programs follows:

Chapter 1 - An increase of \$200 million is proposed. Allocation of the additional funds to each of the program's subparts is not specified.

Chapter 2 - The proposal would freeze both the state portion and the Secretary's discretionary funds at the FY '87 levels. It would eliminate the Alcohol and Drug Abuse Program earmarked under the Secretary's discretionary fund.

Vocational Education - The proposal would eliminate all federal support for vocational programs currently funded at \$882 million. Rescission proposals of \$432 million were also proposed for the FY '87 programs.

Education of the Handicapped, P.L. 94-142 - A number of rescissions were proposed in FY '87 programs including the basic state grant portion, the Preschool Grant program, the Grants for Infants program, special purpose discretionary grants, deaf/blind projects, early childhood education and personnel development.

Science and Math - The proposal would terminate the \$80 million program in FY '88 and the savings would be used to fund a new initiative in the area of teacher training and improvement.

Drug Abuse Education - The proposal would cut in half the current \$200 million effort designed to assist state and local authorities in addressing the problem of drug abuse through educational initiatives.

Student Financial Aid - The proposal would radically reduce funding for college student aid in both FY '87 and FY '88. Rescissions in FY '87 would reduce student aid funding by 15.5% affecting 2 million individual student awards in academic year 1987-88. The Administration is requesting a 45% cut in FY '88 student aid funding.

Education Research - The Administration has requested an increase in funding for the Education Department's Office of Educational Research and Improvement. Education research is one of three Department of Education program areas designated for increases. Most of the increased funding for research would go to the Center for Education Statistics.

Asbestos Removal Grants and Loans - In the FY '88 budget for the Environmental Protection Agency, the President has not requested funding for the Asbestos School Hazard and Abatement Act (ASHAA) loan and grant program and it proposes to rescind the FY '87 funding for the ASHAA program. While Congress is not expected to approve the rescission of all FY '87 loan and grant funds (\$47.5 million), the proposal could result in delays in the ASHAA application process, thus jeopardizing the target award date of April 1. In December, OUTLOOK reported that EPA would send notices to all schools about this year's ASHAA program. However, the rescission proposal has delayed the mailing.

Child Nutrition - The Administration's FY '88 request for child nutrition programs is 17% below current cost estimates for the programs this year. The bulk of the reduction would come in the School Lunch Program through elimination of the cash and commodity reimbursement for paying students. It is estimated that many schools would no longer be able to maintain a School Lunch program under this proposal.

Nonprofit Postal Rates - The President's FY '88 budget requests no funding for preferred and nonprofit postal rates. In FY '87, \$650 million was appropriated for "postal revenue forgone", which covers the difference between regular commercial rates and those subsidized by Congress for schools, colleges, libraries and other nonprofit organizations. Elimination of revenue forgone would cause substantial increases in nonprofit postal rates beginning October, 1987. Details on the extent of such increases are not yet available.

After taking their oaths of office and introducing 770 bills, lawmakers recessed until January 20th. High on the agenda upon their return are major education bills, including the Education Consolidation and Improvement Act (ECIA) of 1981, which authorizes the \$3.9 billion Chapter 1 remedial education program and the \$500 million Chapter 2 education block grant. The Chairman of the House Education and Labor Committee, Augustus F. Hawkins (D-CA), intends to consider a comprehensive review of key elementary and secondary education programs in an omnibus bill that would reauthorize all education legislation expiring between 1987 - 1989, including Chapter 1 and 2, adult education, bilingual education, math/science, drug abuse and impact aid. Chairman Hawkins also is interested in proposals to restore the nation's competitive edge in world trade by increasing students' technological and language skills. Last year the House passed a trade bill with a \$530 million education component but the Senate failed to act. "Competitiveness" seems to be emerging as the theme for this year, and it's therefore likely that a new trade bill with education components will be on a fast track.

Geography Rebounds

"Education isn't what it used to be and never was." Whatever truth there is in this familiar witticism, probably a good deal, there is one venerable cornerstone of education which was good the way it used to be and after forty years of neglect, is making a strong return.

Geography is coming back as a basic school subject. Much of the initial impetus for the resurgence of interest is due to the work of the National Geographic Society (NGS) and its President, Gilbert Grosvenor. In a talk two years ago at a Capitol Hill reception hosted by CAPE member association, the American Montessori Society, Grosvenor said that geography must be brought back into the classroom for our national well-being and for greater international understanding. He said that the Society would expend major resources toward this effort.

The establishment of fifteen alliances in thirteen states and the District of Columbia (educators and institutions, public and private) to support more and better teaching of geography in schools, the gift by National Geographic of six million physical maps of the United States to the nation's schools, the holding of month-long seminars and summer institutes in Washington for geography teachers and the establishment of pilot geography programs in Los Angeles and Washington, D.C. public schools, are but a few of the undertakings sponsored by the NGS to hasten the effective inclusion of geography as a basic subject in school curriculums.

Susan Munroe, Director of the Society's Education Program, said in a recent interview that "geography is a harder subject to teach than it was fifty years ago." Today's students don't have the same awareness of the context in which they live their lives. Immersed in action, change and stimuli they tend to act almost as if "any place could be any other place." Many of today's

students don't know the location of states, the names of state capitols, major seaports, mountain ranges, rivers and where major crops and important goods come from. The resurgence of geography is requiring the development of new means to teach it, and this is the focus of much of NGS activity.



CAPE has little current information about the prevalence of geography teaching in private schools beyond the evidence gleaned from schools in the School Recognition Program showing that geography is taught in many schools, primarily as an elementary school subject. As a general rule, private school educators would conclude that knowing the physical character of the universe is not as vital as developing the human character of those who live in it.

But because geography, as a subject, is closely tied to history, English and the sciences, and no national issue of consequence can be thought of without reference to it and because we are now so closely involved with all other nations, the study of geography is becoming essential to our nation's well-being and survival and is certainly long overdue.

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COUNCIL FOR AMERICAN PRIVATE EDUCATION
1625 Eye Street, N.W.
Washington, D.C. 20006

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