

C - D - G - M

STATEWIDE MEETING TO CONSIDER NEW

# HEAD START PROGRAM

at the

## MASONIC TEMPLE

Lynch Street

Jackson

Saturday June 18 at 10:00 AM

The present CDGM program will end August 31, 1966.  
If we want a chance for the new grant to begin on Sept. 1,  
O.E.O. says we should send them a proposal by July 1.

EVERY COMMUNITY WHO IS INTERESTED IN THE NEW CDGM PROPOSAL  
SHOULD ELECT AT LEAST ONE REPRESENTATIVE TO THE STATEWIDE  
MEETING.

EVERY COMMUNITY SHOULD TRY TO HOLD  
A COMMUNITY MEETING TO CONSIDER  
THE KIND OR PROGRAM YOU WANT.

In recent staff and community meetings, many people have asked questions and made suggestions about how the program could be improved in the future.


Some people may feel:

- the program should not continue.
- their area should apply to OEO for its own Head-Start.
- the communities should continue to work with CDGM, but the area office should do many things that the central staff does now.
- CDGM should continue to operate in the same way.

EVERYONE IN THE COMMUNITIES SHOULD SAY  
WHAT HE THINKS AND SEND REPRESENTATIVES  
TO THE STATEWIDE MEETING WHO WILL  
EXPRESS THEIR IDEAS FOR EVERYONE TO  
HEAR.

Below is a list of some of the problems, the suggestions, and the reasons for and against them which may be discussed at the statewide meeting. There is a space where communities can write their suggestions about what they think would be the best policy for CDGM.

WRITE DOWN ANY NEW IDEAS OR DECISIONS  
YOU MAKE IN YOUR COMMUNITY MEETINGS  
AND BRING THEM TO JACKSON.



PROPOSAL FOR A FULL YEAR  
HEAD START PROGRAM

of the

CHILD DEVELOPMENT GROUP OF MISSISSIPPI

The proposal presented here was discussed in detail, and approved by the representatives of the people of Mississippi who are applying for funds to operate 170 Head Start Centers within the Child Development Group of Mississippi.

I prefer CDGM to any other organization because it sees a person not as what he is, but what he can be. It takes the person with a minimum amount of education and gives him a chance to elevate himself.

Mrs. Esther M. Holmes  
St. John Center

...Headstart brought hope to an almost forgotten or forsaken people... It must not die. It must continue to uplift a race. Out of the Headstart and the War on Poverty will come a generation of self-supporting, self-confident people.

Mrs. N. A. Theodore  
Gulfport, Mississippi

Slean Doris is learning. She can sing different songs. She like to go to school. She go when she is sick. I can't keep her here.

Mary Evans

## FOREWARD

On July 7, 1966, the Mary Holmes Junior College and the Child Development Group of Mississippi submitted a Head Start proposal to the Office of Economic Opportunity. After weeks of meetings in local communities, counties, and at an intensive two-day session in Jackson with selected representatives from each CDGM administrative Area, the fundamental outlines of the program and structure of the organization were developed for the final approval of the Board of Directors. Throughout the state individuals were aware that CDGM was preparing a new proposal, and, although no deliberate effort was made by CDGM to organize new centers, local communities chose community committees and registered 30,000 children which they requested the Child Development Group include in any new program.

Accepting their obligation to serve those impoverished families who had yet to derive the benefits of the Poverty Program, the Board of Directors approved the submission of a \$41 million proposal calculated to fulfill these expressed needs. Although this request would have served less than 20% of the total number of eligible children in the state, OEO returned the proposal to CDGM in less than two weeks on the grounds that the Congress had yet to allocate sufficient funds to support a program of this magnitude.

Because of the profound significance of the CDGM program to the families of the 30,000 children in 44 counties throughout the state, the Board of Directors called a Public Hearing for August 13, 1966 in Jackson. This was done in accordance with OEO policy, specified in CAP Memo #32, that every organization's new proposals should be announced and discussed publically with the people in the affected areas. Over 2,000 people from across the state came to this Hearing at their own expense to express their feelings to the CDGM Board of Directors concerning the development of a new proposal. With almost complete unanimity these people from over 40 counties insisted that the original request for \$41 million was necessary and justified if the needs of their communities were to be even partially fulfilled. However,

after considerable effort by various members of the CDGM Board to explain the limited funds available to OEO, the body passed the following compromise resolution:

"We, the poor people of Mississippi, assembled at this CDGM public hearing, August 13, 1966, declare our full support of the CDGM Head Start program. We endorse the efforts of the CDGM Board of Directors in seeking approval of the new \$41 million proposal. We further recommend to them that if such approval is unobtainable that a revised \$29 million proposal for four and five-year olds in the 44 counties requesting funds under CDGM be submitted to the Office of Economic Opportunity. And we instruct the Board of Directors to send this resolution to President Lyndon B. Johnson, OEO Director Sargeant Shriver along with the more than 1,286 petitions gathered at this hearing, in support of CDGM operations in the State of Mississippi.

Drawn and approved by the  
more than 2,000 persons  
attending the CDGM Public  
Hearing at the Masonic  
Temple, Saturday, August 13,  
1966, in Jackson, Mississippi.

The Board of Directors then began a process of extensive and careful deliberations lasting over a ten day period to weigh the needs of the poor population of the state as reflected in the original \$41 million proposal against the resolution of the 2,000 persons attending the Public Hearing for a \$29 million request, and the position of OEO as described by Head Start officials. After taking scrupulous account of all these conflicting pressures, the Board of Directors approved the submission of the present proposal for \$21 million to serve 13,500 children. This represents the minimum sum necessary to continue an adequate program. The Board limited all current centers to their present level of operation and provided for expansion only in those cases where communities had

already established functioning pre-school centers in the name of CDGM, without receiving any financial support. It was felt that the dedication demonstrated by these communities reflected a sacrifice and a commitment to overcoming their impoverished conditions which could not be ignored. As a consequence, the Board of Directors limited the increase in the size of the project to just 10% above the present number of children attending the centers. Taking full and careful account of OEO's position, the Board of Directors slashed the previous budget by approximately one-half. At the same time, the fundamental goals of devoting increased resources to improving the quality of the pre-school program and developing the human resources necessary for local autonomy was strongly reaffirmed.

Thousands of children and hundreds of poor communities throughout the state are dependent on the rapid approval of the following proposal for their chance to overcome poverty. It is of deep concern to us that thousands more will not be served at all.

## I. HISTORY OF CDGM

### A. INTRODUCTION

From a handful of pre-schools in poverty-stricken rural Mississippi communities, the Child Development Group of Mississippi has grown into a program which in 1966-67 could involve more than 13,000 pre-school children in more than 170 communities across the state. CDGM is an anti-poverty program governed by the poor, for the poor. Because of the self-respect gained by doing for themselves rather than being done for, poor parents have responded with overwhelming enthusiasm. From the beginning they organized committees, planned for the centers' operations, served on staff, acted as members of the Community Committees governing the centers, and exercised responsibility in all levels of CDGM.

Most of these parents now actively involved in pre-school centers never before had any voice in how their children were educated. Many had never set foot in their children's schools, because they were encouraged not to or because they refused to submit to the humiliating treatment of school authorities. This is the first opportunity they have had to work to give their own children the Head Start of which they were deprived in a society which has offered them little more than degradation and fear. Because they feel that the centers are really "their own", they have faced the challenge of providing a better education for their children with extraordinary dedication, hard work, and willingness to learn.

Poor people have proven willing and able to operate stimulating and useful programs for their children which will help them to build a better life. Mistakes have been made, many of them, but as one community committee member said, "I'm 59 years old and I've been making mistakes for 53 of them. Some have hurt, but most of them made me grow." Parents living in poverty-stricken Mississippi communities want that chance to grow.

CDGM is now in its Fourth Phase of Development. Below is a brief description of these phases.



B. PHASE I: PRE-GRANT PERIOD (Spring, 1965)

CDGM was conceived by people who saw the great need of pre-school education for disadvantaged children in Mississippi. Several professionals in early childhood education and mental health planned one or two experimental community nursery schools for the summer of 1965. Negro parents in poor rural Mississippi communities were contacted and expressed great interest.

Subsequently, the Office of Economic Opportunity initiated its nation-wide Head Start program. Early CDGM leaders were encouraged by OEO to add more communities, and poor people who had demonstrated their desire for a change were approached with the idea of Head Start. Many were unclear as to what the program would be, but the desire to improve their children was overwhelming. Through their involvement, CDGM was born.

### C. PHASE II: THE FIRST OEO GRANT (Summer, 1965)

On May 18, 1965, Mary Holmes Junior College, a predominantly Negro institution in West Point, Mississippi, as grantee, and CDGM as delegate agency, received a \$1.4 million OEO grant to operate 84 Head Start centers in 20 Mississippi counties for 6,000 poor Negro children. This large program was implemented with community people assuming responsibility for recruiting children and teachers, securing and improving facilities. Each CDGM community organized a committee to oversee its center's operation. These committees, composed of people previously denied the opportunity to participate and make decisions about governmental or private programs in their areas, nevertheless operated their centers despite frequent hostility from the white community and from the established institutions, schools, health and welfare departments, and local governments, who used their powers and resources to obstruct the development of a program run by the Negro poor.

While centers were managed completely at the local level, major policy decisions and fiscal operations remained in the Central staff. Administrative procedures were developed on an ad hoc basis, for CDGM lacked a stable structure and regular procedures. All access to information and power to run the project remained in a small central staff. This centralization, perhaps inevitable due to the haste with which the program was organized, led to inefficient administration. More significant, community people neither acquired the skills for, nor experienced the complexities of, operation within a large organization.

Despite these administrative weaknesses, in eight brief weeks, thousands of poor children received food and medical care otherwise beyond their resources, learned to face new people and experiences without fear, stretched their imaginations with a variety of new experiences, and saw their parents in a new productive role.

This was the beginning of a creative and stimulating pre-school program in a state which lacks both public kindergartens and compulsory education laws.

D. PHASE III: UNFUNDED OPERATION (Sep. 1965 to Feb. 1966)

Federal Support for CDGM centers stopped August 27, 1965, although continued funding was requested and anticipated. However, a new grant for CDGM was not approved by OEO until February 23, 1966.

During this six month period, an astounding phenomenon occurred. The poorest communities in the poorest state of the union decided to keep their child development centers open. For varying lengths of time, communities operated 50 centers for more than 3,000 of their children, making this volunteer effort one of the largest functioning Head Starts in the country. Minor expenses of paper, crayons, and utilities were difficult, but the cost of food and rent often placed insurmountable burdens on these poor communities. In order to support these centers, many individuals went deep into debt from which they have yet to free themselves. In fact, most centers could not serve all the children who wished to participate, and the lack of financial resources forced many to close their doors after a few weeks of operation.

The fact that so many people were willing to sacrifice to this extent demonstrated how much this program had come to mean to them. CDGM had provided them with the first chance to work productively in their own communities, the first opportunity to participate in their children's education. The experience of what this opportunity could mean-- a productive job with dignity and responsibility, the chance to choose who would work with their children, having the financial resources to provide food and medical care for their children -- made people struggle to keep the program alive. The example of these communities attracted national attention, and encouraged new communities in Mississippi to become involved for the first time, even to the extent of starting volunteer centers themselves.

This period of unfunded operation went beyond the mere survival of the centers. With a small amount of private foundation support coupled with the tremendous dedication

and enthusiasm of the communities, special efforts were made to improve the quality of teaching and prepare for the anticipated future program. A small number of the most talented teachers from the previous project received six weeks of intensive training for more responsible roles under a new grant, after which they worked on an unpaid basis in volunteer centers in the state.

The children involved continued to learn from group play and stimulating activities provided by volunteer teachers. But most important, they experienced the psychological rewards of their community genuinely giving for them.

E. PHASE IV: THE SECOND OEO GRANT (February to August 1966)

1. Policy-Making and Staff Structures

On February 23, 1966, the Office of Economic Opportunity granted Mary Holmes Junior College and the Child Development Group \$5.6 million to operate a Head Start project for 9,135 children in 121 centers throughout the state. Subsequently, over three thousand additional children have been absorbed into the existing centers and numerous other communities have begun volunteer centers in anticipation of participating in the CDGM program. CDGM operates under the following organizational plan:

a. Community Organization.

Community Committees: Each community chooses representatives from among the parents and the poor to serve on the committee which has full responsibility for management of the local centers and is the policy-making body of that center. The committee hires all center staff, obtains facilities, enrolls children, arranges for transportation, purchases food, arranges medical examinations, and is accountable for all funds and property which come into the center.

Center Staff: Every center is organized into units (classes) of 15-20 children. The staff consists of two Teacher Trainees per unit and one Resource Teacher for every two units. Resource Teachers and the Trainees are often local non-professional men or women who have been selected on the basis of their talent for working with children and their openness to learning new techniques that will improve the quality of the program (See Appendix II on Hiring of Teachers).

A Center Coordinator keeps records, arranges for medical exams, and performs other clerical functions. A kitchen staff of part time cooks and a part time janitor complete the center staff.

- b. **Area Organization:** The 121 centers have been grouped into 15 geographical areas.

Area Council: At present there are virtually no functioning policy-making bodies composed of elected representatives of the people at the area level.

Area Staff: Each area office includes personnel in three divisions: an Area Administrator, Area Teacher Guide, and the Social Service and Community Coordinator. The individuals in these positions are drawn from the local community and are selected by the Central Office Staff.

The Area Administrators are responsible for facilitating the operation at the local level of administrative systems and procedures designed at the central level. This involves, for example, reviewing personnel applications, time and attendance forms, food reimbursement requests, etc. No money for operation of centers is disbursed directly by the Area Administrator.

The Area Teacher Guides follow a rotating schedule, working in the centers with teachers and trainees, focusing attention on teaching problems, demonstrating new teaching techniques, and communicating program ideas and information. They spend one day per week in intensive pre-school and early childhood training with professional staff and invited consultants. ATG's are drawn primarily from the best of the center teaching staffs from the previous summer's project.

The Community Coordinators are responsible for working with parents in the area to involve them in the centers' activities, inform them of existing social services, and disseminate information about potential federal programs available to the communities.

- c. **Statewide Organization**

Board of Directors: The ultimate policy-making body of CDGM is the Board of Directors. It is composed of 17 individuals who participated in the formation

of the project from the earliest days, representatives elected by local communities, and professionals elected by the other members of the Board. The Board hires the professional central office staff, interprets OEO requirements to the communities, and is responsible to Mary Holmes Junior College for the adequacy of program quality and financial controls.

Central Staff: Approximately 60 central staff is located in Jackson, Mississippi. It is organized into five divisions: Office of the Director, Business Administration, Teacher Development and Programs for Children, Field Operations, and Community Services.

All administrative and fiscal systems and procedures were designed centrally. Expenditures of all project funds, payroll and other disbursements are authorized by the central business office and pre-audited by an independent Comptroller. Central staff hires area staff and supervises their operation in the field. Central office divisions of Teacher Development, Field Operations, and Community Services provide training programs in their respective fields for the area staff, as well as some staff at the center level.

## 2. Innovations in Phase IV, the Second Grant.

The second grant introduced two basic innovations which contain within them the seeds of CDGM's future course of development.

- a. **Area Organization:** The creation of area offices marked a departure from the structure under the first grant in which each center throughout the state dealt directly with the central office. Local people were employed in these area offices to involve them in broader responsibilities for the program and to help them develop a greater awareness of the complexities of a large organization. Experience in the small rural community provides little preparation for working effectively in an organization which requires impersonal rules and formal adminis-

trative procedures. The kind of broadening experience which working at an area level provides is a vital first step if people caught in the cycle of poverty are ever to assume real responsibility for the planning and implementation of this or any other program.

- b. **Training:** If people are going to "do for themselves" rather than "be done for", they must acquire the necessary skills. The structure of the second program presupposed placing people in positions for which they had had little previous experience or training. To make this feasible, training was initiated in pre-school programs, administration, and community service. In most cases, the individuals have responded to the available training with a marked increase in skills to handle their new responsibilities and a strong demand for additional training.

However, these programs were often not sufficiently concentrated, due in part, to limited resources, and in part, to CDGM's inability to anticipate the full extent of the existing need. Even if adequate training had been provided, the fact that major decisions continued to be made at the central level inevitably limited the development of new skills by limiting the opportunities for assuming new responsibilities.



### 3. Accomplishments -- Phase IV

#### a. Central Administration

On February 22, 1966, the small group of central employees who had managed to stay with CDGM through the unfunded interim period were still uncertain whether the project would continue or dissolve. By the next day, this core was faced with the overwhelming job of controlling \$5.6 million. Communities across the state had been waiting for almost half a year for the new grant, and the pressure of their need made it urgent that the program be launched as rapidly as possible. On the other hand, CDGM was also well aware that because of its history of administrative difficulties, every action would be closely monitored.

Working under these opposing pressures, within one month CDGM succeeded in: opening the doors of all but a few of the 121 centers to 10,000 children; employing over 1500 teachers and other staff; and beginning to purchase food and supplies for the operating centers. In this short time, CDGM accomplished without serious incidents what many had said would normally take at least four months. In fact, the manual of financial procedures developed with accountants and other consultants during this period was recognized as a model for the country.

Having weathered the initial frenzy successfully, CDGM central administration was able to begin to free itself from dependency on temporary outside assistance and recruit a stable, competent staff of local Negro and white Mississippians.

Working together, often 18 hours a day, the staff was able to produce consistently 2400 payroll checks every two weeks, one or more food reimbursement checks every week for each of the 121 centers, contract payments for center facilities and over 200 car pool drivers, and purchase, distribute, and inventory over \$100,000 of educational supplies.

Once established on this relatively secure footing, CDGM could begin to focus on its real reason for existence: to insure a continually improving pre-school program and to foster dynamic community

development. Extensive and varied training programs were organized and coordinated: each central staff division held weekly workshops for the area staff; nationally renowned educational consultants came to work with the staff in the centers; an experimental program in developing creative problem-solving techniques was carried out so successfully that some of the area staff were sent to learn how to direct training in those methods themselves; and a program of orientation to administrative procedures has developed into a management game in which each area administrator is stimulating the development, planning, systems design, and operation of his own Head Start project.

Now that a fiscally and administratively workable system has been created, the central administration is more concerned with a number of crucial questions: how a central administration can be responsive to the human needs and problems of the participating centers; how CDGM can continue to be a part of the community, not a power over it; what is the most productive relation between a statewide single-purpose agency like CDGM and the local Community Action Programs throughout the state; how will the uneducated and the poor, after their extra-ordinary achievements in becoming pre-school teachers or middle-level administrators, gain legitimacy in the established institutions in the society?

Ironically, the "latest" accomplishment of the central administration lays the groundwork for eventually making their presence unnecessary. It is mobilizing resources to provide the Areas with the skills and support necessary to plan and completely manage programs under CDGM in their local areas, thereby eliminating the need for the central administration as it exists today. CDGM's central administration may be the first self-liquidating bureaucracy in history.

b. Area Administration

At the start of the new grant period, the area administration was confronted with the detailed work necessary to make the financial system effective: Personnel applications, W-4 forms, facility contracts,

transportation contracts, time and attendance sheets, imprest bank accounts, reimbursements requests, etc. In most cases, the area staff plunged into the morass of forms with remarkable energy. Within a few weeks, after the initial confusions and delays, the area administration had established itself firmly and most of the paperwork became, literally, a matter of form.

During the start-up period when the central office directed area office activity very closely, the area administration had to adapt to the procedures of a large complex institution. For most, this was their first experience inside a rigorous administrative system for which they were responsible. It was an extraordinary and surprising accomplishment that they succeeded in implementing the system so rapidly. This experience gave many in the area administration confidence in their ability to handle complex procedures. However, under the centrally dominated structure of CDGM, the opportunities for decision-making are almost non-existent at the area level. For some, continuing to operate as a cog in the system is at the same time too easy and too constricting.

They want more freedom to devise ways of overcoming some of the inadequacies of the existing procedures (late food checks, too few educational supplies) and a greater challenge for their new-found skills. Having worked within the system and having worked to understand it, their demand is not a blind request for the license of power, but for a greater latitude under specified rules to make decisions.

c. Teacher Development and Program for Children.

By the standards of community involvement, the steadily increasing demand for enrollment of children and the large number of centers operating effectively, the program for children is a success. CDGM's belief that local poor people must have an influential voice in the planning, program design, hiring and administration of child development centers has been translated into a reality in rural Mississippi.

Since parents in these communities have been deprived for so long of any exposure to quality education, it is no wonder that there is still a long distance to go before all the centers meet nationally-recognized criteria for excellent nursery programs.

Since February, many steps have been taken to further improve program quality by furnishing training and information to communities and teachers.

(1) Training

During this grant, CDGM began a more systematic program of teacher development work with the institution of the Area Teacher Guide system.

In order to acquire the techniques and information they need to help improve program quality in their areas, the ATG's have attended regular teaching workshops with the professional program staff, visited outstanding nursery schools in Jackson and out-of-state, enrolled in various specialized and experimental educational workshops such as those conducted by the Peabody College Training Institute, Banks Street College, and the University of Southern Mississippi.

Training sessions for the Resource Teacher have also been expanded during the present grant period. Two central workshops for all Resource Teachers have been held: one to define the duties and responsibilities of the Resource Teacher's position, and the other to present new concepts and techniques for implementation of a reading readiness program.

In addition, more than 190 Resource Teachers and Teacher Trainees have completed, or are attending OEO-sponsored eight-week Head Start training courses at universities around the country. All teachers have had workshops led by returnees from these OEO courses.

To further aid the Teacher Trainees, Resource Teachers with specialized skills in art, music, speech therapy and dance have been added to the staff and have conducted numerous workshops on movement and dance, Negro history and folklore.

Finally, summer plans have been laid for workshops for teachers conducted by nationally known consultants, for additional trained staff to work directly in centers, and for an increased program of area level workshops.

## (2) Development of Teaching Materials

Bridge Readers: The educational department began production of a series of "Bridge Readers" during the first grant which utilize both the language and thoughts of rural Mississippi children. Three books were produced during the summer grant, five have been written and will soon be printed, and ten more are planned.

Reading Readiness: CDGM has initiated materials for a reading readiness program especially adapted to the needs of rural poor children. In addition to the "Bridge Readers", this material includes word card games, sound table lesson plans, and background building lessons designed for use by non-professional teachers.

Teacher Manual: The teacher development staff has created a unique teachers' manual which attempts to adapt the best in the field of nursery school education to serve specific needs of non-professional teachers. Its contents include suggested recreational and educational activities and new teaching methods and techniques.

Toys: A book of patterns for homemade toys created in the centers has been gathered from the area and center teaching staffs.

Newsletters: Two newsletters have been distributed which contain articles by the area and center staff to communicate news and ideas between centers.

Training Film: A final editing and narration of CDGM's teacher training film, "A Chance for a Change" was completed. The film has been used extensively with all the teaching personnel and many parents as an aid in developing the concept of CDGM as a unique experiment in community education.

(3) Facilities

Local centers frequently have not had access to the best facilities. Often churches and small houses are the only buildings available. In spite of this, the physical quality of individual centers has greatly improved since last summer. Parents and staff in a number of centers raised funds and donated labor to construct community centers to house the program. Many installed indoor baths to replace outhouses. In most centers, local people built imaginative playgrounds, small tables and chairs for the children, and resourceful toys.

Despite these local donations of labor and materials to improve facilities, much major work remains undone. Extensive rehabilitation is beyond the resources of these impoverished communities and can only be accomplished with the aid of federal funds.

## F. CURRENT MISSISSIPPI

### CDGM and the Community Action Program: Theory and Reality

1. During the current grant Community Action Agencies have proliferated. Twenty-eight counties now have CAP Boards, with 53 others in various formative stages. This trend has serious implications for CDGM and for the entire poverty program in the state of Mississippi

### 2. The Theory of the Community Action Program

The total mobilization of resources in a community through a non-profit agency with the maximum feasible participation of the residents in the area to overcome the causes of poverty is a sound concept. However, this approach can only achieve its goals if the preconditions for "community action" have already been realized:

- a. There is a "community" in the sense that individuals of vastly different backgrounds have sufficient consensus regarding goals and modes of action permitting some degree of coordination in planning and implementing programs;
- b. The poor and outcast have the power and the opportunity to develop skills in order to "participate" significantly; and
- c. Innovative plans for eliminating the "causes" of the cycle of poverty by providing productive roles for the poor are generated and supported.

### 3. CAP's in Mississippi

Not one Mississippi community has fully met these preconditions to an effective community action program, though the degree of failure varies. There are some Community Action Agencies which have shown evidence of a concern for the needs of the poor and a desire to involve them more fully in all aspects of the program. However, most CAA's throughout the state have been almost entirely unresponsive to the groups for whom the poverty program was originally intended. This failure results from the fact that:

- a. There is not one "community," but many conflicting

groups split along racial, economic, geographic and religious lines;

- b. The poor lack skills, training, or experience, to participate at all levels of community action, and most existing CAP Boards fail to provide them with the opportunity to develop these skills and shoulder responsibilities;
- c. In many instances, CAP Boards in Mississippi stand as further confirmation that there is no intention of providing opportunity for fundamental change in the position of the poor. Nothing but further frustration and anger can come from the continuation of the status quo.

On the whole, CAP Boards in Mississippi are undemocratic, unrepresentative bodies frequently controlled by the County Boards of Supervisors. Negro members elected for these Boards are commonly hand-picked for their willingness to be parrots for the white community. Even when elections are allowed, they are often controlled by the dominant white group. Negroes and poor people, no matter how democratically elected, remain in the minority position, handcuffed by their powerlessness.

Moreover, CAP Boards mirror the existing power relations between rich and poor, between white and Negro. Under these circumstances the fundamental objectives of the poverty program cannot be achieved, so long as there continues to be no community because of the lack of common goals and the uneven distribution of power and skills.

Community Action planning has so far involved little more than negotiation to absorb the added resources of the poverty program into the existing welfare and social services structure of the state. By nature they dispense rather than develop and are in fundamental conflict with the theory of community action which helps people become productive while receiving.

#### 4. CDGM and funded CAP's

Where there is a funded Community Action Agency, OEO insists that all poverty programs be financed through it. CDGM supports discussion, negotiation, and mutual planning and coordination of resources, but does not believe groups in an area should be forced to operate under an umbrella agency until (1) they desire to and are able to function in this way and (2) sufficiently democratic CAP structures are achieved. If the program is designed not only for, but by the people, it should respect their wishes and their judgements.



The report of the House Committee on Education and Labor (No. 428, Pp 7-9) states that:

"The Congress has contemplated the existence of independent single-purpose agencies in the same community that a Community-wide structure has been created. Such competitiveness and experimentation is appropriate in an area in which conclusive remedies have not yet been established."

CDGM feels it is imperative that the approach expressed by the House Committee be followed and that, through this means, truly effective Community Action Agencies and Programs can and will be created in Mississippi. Without this competition, new approaches and ideas will be squashed.

The Child Development Group feels that it is possible to create the preconditions for effective community action, and has developed its plans and operating principles to attain this goal. Specifically:

- a. The poor must be encouraged and offered the opportunity to obtain training and experience in exercising the responsibilities required for significant participation in the institutions of our modern, highly structured society. By drawing people from the poor communities into administrative and supervisory positions while simultaneously providing training in the necessary skills, CDGM is taking a major step in this direction.
- b. A "community of consensus" will develop only through an increased respect of all groups in an area for the goals, power, skills, and achievements of other groups. In Mississippi, this inevitably necessitates the operation of parallel programs in specific geographic areas until all groups develop the skills and power which elicit that respect.

Therefore, there are only two ways in which anti-poverty money can avoid merely strengthening an existing system of inequity and injustice:

- a. Control of resources must be placed in the hands of those for whom it was intended; the poor, the Negro, or,

- b. at the very least, competing systems must be tolerated, each attempting to deal with the problem in its own way and with the power and resources to make its will felt.

CDGM and similar programs operating either parallel to the CAP Boards, or as their delegate agencies, can provide that countervailing force in communities across the state.

Contrary to prevailing fears, the support of parallel operations will not create divisiveness and separation; it can hardly create what already exists almost everywhere in the state. Instead, it contains within it the seeds for the convergence of the splintered social groups into a true community. In several counties in which CDGM has been operating since its inception, CDGM-affiliated community people now sit on the CAP Boards themselves and are in the process of building a bridge between the parallel operations.

As CDGM continues to operate in the rest of the state, this pattern of increased community cohesiveness through the temporary support of intermediate parallel operations will multiply. The poor will only develop the necessary competence for this within a structure that projects sympathy and respect for them and which allows for growth through trial and error.

This achievement of the capacity for effective action in the community of the poor must be implemented by a simultaneous growth among the established groups of a willingness for cooperative action. OEO's policies must be based on a recognition of these requirements for the development of meaningful community action, and OEO's actions in supporting different groups will determine what kind of "community" will develop. With OEO encouragement, "convergence" can then take place in a phased sequence through:

- a. Discussion between the various groups in situations devoid of the usual overtones of authority and control;
- b. Open, cooperative planning of future programs for the poor;
- c. Mutual observation of programs in operation;
- d. Joint operation of overlapping activities;
- e. Eventual consolidation in conformity with the rules and intent of the poverty program.

CDGM must, therefore, continue to operate in communities with funded, as well as unfunded CAP Boards. CAP Boards in Mississippi today do not represent the vehicle for change envisioned in the Economic Opportunity Act. CDGM does. The sincerity of America's intention to deal with the problems of the poor is on trial.

THE NEW CDGM

"True change is a matter of worthwhile conflict, for it leads through the painful consciousness of one's position to a new conscience in that position."

## II. THE NEW CODE

Phase V (September 1, 1966 to August 31, 1967)

### A. GOALS

#### 1. The Philosophy of the New CDGM

CDGM's entire history in Mississippi has been a testimony to its belief that the chief resource in a community, particularly a poverty-stricken community, is people. The objective of any poverty program should be to involve and develop communities and individuals with the competence to plan, organize, and implement the best possible child development program which fosters in children creativity, free expression, freedom from fear, and desire to explore. Through this experience, the outcast poor will be able to create more self-sufficient communities capable of developing their own potential and using the resources of the larger society to break the cycle of poverty and degradation.

If the cycle is to be arrested with this generation, children must see their parents and other members of their community leading productive, self-respecting lives. CDGM's goal is to help create a community which will reinforce the freedom, the growth, and the openness the child experiences in the center.

A major limiting factor on achievement of individual and community competence is the existence of a centralized structure which maintains a monopoly on the policy and decision-making functions of the program. Such a structure can impede the development of the skills needed for mobilization of the energies within the poor communities to gain self-sufficiency. In fact, even when the necessary skills are not yet fully developed, greater responsibility is desirable because it is only with the assumption of this further responsibility that the skills will continue to develop. If the skills do not yet exist, extensive support services are needed to help individuals and communities move into the final stages of productive self-sufficiency.

In CDGM communities there is a strong sentiment for increased autonomy from the central structure and for assumption of program and administrative responsibility. This desire for CDGM to continue moving in the direction of more local control by the poor has been expressed in community and state-wide meetings and was intensively discussed in a two-day proposal-drafting session with representatives elected from each of the CDGM areas.

Community representatives and area staffs want a greater range of choices open to them and more authority to make policy. Under the present structure, major decisions regarding program services and administrative procedures are made by powers outside the local communities, thereby leaving relatively narrow spheres of choice to the area or the community itself. The thinking of these local groups coincides with OEO goals of promoting effective mobilization of the poor themselves to combat poverty within the local community.

2. New Structures (To be completed by September, 1967)

- a. A constitution defining the process of electing representatives to the policy-making bodies at the community, area and state levels will have been ratified and its provisions fully implemented. (A draft document has been prepared by representatives of all CDGM areas and will be submitted to the communities for ratification-- See Appendix VII).
- b. The Board of Directors will be composed of one representative from each of the constituent areas plus a maximum of 10 professionals chosen by the Board itself.

Ultimate fiscal and program responsibility will be delegated to the Board by the people. In fulfilling its responsibilities, the Board will be served by an Office of Evaluation. This Office will assess and report on the effectiveness of all aspects of CDGM's operation (see below).

- c. The Area Council will be composed of two elected representatives from each center in the area. The people, through their representatives, delegate power to this area council to make decisions affecting all the centers in the area.

This council will make decisions regarding the area's degree of autonomy within CDGM. At one extreme, the council could request the right to assume full responsibility for program and fiscal affairs and to receive monthly release of funds from the Board. If, after evaluation by the State Board, the request is granted, the Area Council would be a delegate agency of CDGM and would stand in somewhat the same relation to the Board as the Board stands to Mary Holmes Junior College. At the other extreme, an Area Council could decide to accept the Board's full authority for the operation of the program. This delegation would result in no basic change from the present system of central office responsibility for expenditure, hiring area staff, etc. A third possibility is the choice of semi-autonomy, a condition lying between the two extremes. Under this arrangement, an area could acquire responsibility for some specified aspects of operation. For example, an area could become autonomous administratively -- handle funds, hire the Area Administrator, etc -- while the responsibility for community programs and program for children is left in the hands of the Board and the central staff.

It is anticipated that by September, 1967, one-half of the 20 participating areas will have assumed full responsibility for program and fiscal affairs, and that others will be in varying stages of development toward this goal. Estimates of degree of autonomy by the end of the grant are based on an analysis of the differing levels of current development in each area.

- d. Area and Central Staff. The Central Staff will be hired by the Board of Directors as under the present grant. Responsibility for hiring area staff, defining their duties, and the relationship between the area and central staff will depend on the degree of autonomy with which the area is operating.

Under full autonomy, the Area Council would hire and fire all area staff and would assume

direct supervisory responsibility for the performance of its duties, including the expenditure of and accounting for project funds. In this case, the central staff would perform a consultative or advisory function at the request of the area.

At the opposite extreme, the Area Council could accept the Board's power to hire and fire the area staff, although it would be requested to recommend suitable candidates. Under this relationship, the central staff would have supervisory and administrative authority over all aspects of operation in the area. In effect, the relationship between the area and central staff would remain the same as it is in the present structure.

Again, in the intermediate case of semi-autonomy, an area council which only becomes autonomous administratively could hire and fire the Area business staff while the Board retains hiring and firing of Area Staff in other divisions.

- e. The Community Committee will be composed of representatives elected by the people. It will have the authority for hiring and the responsibility for the performance of the center staff. In addition, it has day-to-day responsibility for the operation of the center.
- f. On the Center Staff there will be a new position of center administrator hired by the community committee and responsible to it for the overall operations of the program and administrative affairs of the center. In all other respects, the center staff will be the same as in the present structure, with the exception of the employment of a full time, head cook.



B. NEW CDGM AND ITS THREE OPERATING DIVISIONS.

1. Administration

To develop communities competent to implement programs in their areas, it will be necessary to help them acquire skills in administrative coordination and business management.

- a. Criteria for responsible Decentralization: For an area to achieve autonomy under CDGM, the Board of Directors will insure the quality of fiscal and administrative management by the same standards which OEO applies to any grantee. An independent auditor will certify the accounting system and independent management analysts will evaluate the area staff.
- b. Need for Area Business Administration: Increased responsibility for administering funds for area operations will demand competence in the following areas:
  - i. Personnel administration: recruiting, records, evaluations, training, salary and wage rates.
  - ii. Logistics: procurement, storage, distribution, inventory, facilities.
  - iii. Payroll: processing, records.
  - iv. Disbursement: processing, records.
- c. Training in Business Administrative Skills: Because few members of the participating communities have administrative skills, an intensive training program will be developed. This will be combined with on-the-job supervision until the individuals are competent in their job. The training will involve an initial period of central classroom instruction, followed by two weeks of applied field work under the supervision of training personnel. A final

four weeks of classes will complete the formal training cycle.\*

- d. Parallel Operation: On returning to their offices, the area staffs will simulate all aspects of autonomous operation for a period of one month while central office continues to perform operational activities. At the end of this time, the accounting and management evaluation teams will review the operation of the area office and recommend certification for semi-autonomous operation to the CDGM Board if the area office qualifies.
- e. Phasing: The sequence of recruitment, training, and parallel operation will require a minimum of four months before final certification. It is anticipated that three areas will be authorized for semi-autonomous operation at month 5 of the grant and one additional area per month for the remainder of the project. Assuming 20 areas, approximately  $\frac{1}{2}$  of these would "spin off" by the end of the grant period (see attached diagram). Since the volume of administrative business to be processed by the central staff will decline throughout the period, after month 6 there will be a 5% attrition of central

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\* Training resources in business administration are available from industrial companies, accounting firms, and private management consultants.

It is essential that the areas and communities have alternatives to choose from for their support services. At the time of their certification for autonomous operation, each area will receive a pro-rated share of the training and consultant funds remaining to the project. These sums, and the power gained by control over their disbursement would be meaningless unless there are a number of effective alternative support services to choose from. One major function of the progressively reduced central staff will be to develop contacts and information about existing alternatives and to communicate this to the area projects.

staff personnel for every additional month. Even with this planned attrition, a certain element of functional redundancy will remain between the central and area staff.

- f. Audit: There will be a continuous, random audit of the autonomous areas. The final test of administrative competence will come with the year-end audit.
- g. Cost of Decentralization: The decentralization process described above is available only at considerable cost. This cost includes training community personnel, overlapping staff during transfer of responsibilities from central office personnel to area employees, and on-the-job consultative support services to insure the development of effective, autonomous area projects. These costs must be weighed against the long-range benefits which will accrue to the society as a whole through development of people and organizations competent to plan, administer, and implement effective programs in their areas. This lack of skills is often a major obstacle to the funding and operation of community programs.

Moreover, management and program skills learned in this project should carry over into private industry, educational institutions, government service, etc. Therefore, the cost of CDGM is not simply the sum of the cost per child to operate pre-school centers, but is the cost of educating entire communities -- children, teachers, parents, administrators, committee members. Given the massive need for this kind of education, the expenditure of CDGM and particularly for its decentralization, is far outweighed by the ultimate benefits to the society.

## 2. Teacher Development and Program For Children

In the new structure for CDGM, all areas will have new opportunities for training, the opportunity to hire the area program staff, and to assume full responsibility for operating the pre-school program in their area. In such cases, central staff will serve as a resource rather than a decision-making body. They will provide information concerning innovations in early childhood education, training program, consultants, and educational supplies.

### a. Context and Goals

#### i. Context of the program

To be a poor child in Mississippi means living in a drab shack crowded with people, working another man's cotton fields before you turn six, feeding cotton into your mother's sack. It means often having only wild fruits and vegetables for dinner, associating only with those in your family and learning quickly not to question or object. The lack of freedom for adults becomes a rule of life indelibly stamped on your life.

To survive as a poor child in Mississippi, especially a Negro child, you learn soon to please others, to anticipate another man's will or be beaten down. This quality is highly developed, but, what you want, what you feel, what you think, remains unimportant and undeveloped.

To be a poor child in Mississippi means that you go to another man's school. Both the schools and the fields have the same masters, a situation which reinforces the lack of control the poor have over their lives. The teachers are products of the same conditions. Poor children come "unprepared" and "backward" to schools, which are unprepared and unwilling to meet them and acknowledge their background. The children are given tasks completely irrelevant to their lives and their failures strengthen the school's belief that the children are inferior. This in turn reinforces each child's own feeling of worthlessness.

For both children and adults, living in this condition makes it safest to remain within the bounds of the familiar. Put learning inherently involves an extending of oneself and an exploration of new people, new feelings and ideas.

To be a poor child in Mississippi often means that your school is preparing you to join the urban ghetto in the North when you grow up.

ii. Goals of CDGM Teacher Development And Program For Children:

To confront some of these educational challenges, CDGM more than a year ago initiated community-run pre-schools founded on the conviction that any successful Head Start program must develop the human potential within the poor community -- the children, the teachers, and the parents.

To achieve this goal, CDGM judges the program for the children according to the following criteria:

- the program focuses on what children are thinking, feeling, and doing, not on what the teachers think they should be thinking, feeling or doing.
- activities in the center are relevant to the child's life outside the center.
- the program widens the children's experience with materials, people, places and concepts.
- the program fosters curiosity, searching for answers, self-fulfillment.
- the program provokes the child to act on his world, make decisions and not just respond to orders.
- the program ensures the children the opportunity to develop the social rapport and technical skills (awareness, of numbers, sounds, colors, written words) which best prepare them for a productive experience in later learning at school.

Crucial to a creative program for children, is the growth of people as effective teachers. To CDGM this means:

- the teacher learns to understand the process of creative learning and the potential for active living both in themselves and in the children.
- the teacher is sensitive to the child's environment, both through past experience and current involvement.

- the teacher becomes involved in the activities of the children but does not dominate them.
- the teacher facilitates the development of independence in the children.
- the teacher creates an atmosphere filled with new experience and materials to enable exploration and learning.
- the teacher does not resort to use of fear to reach her ends.
- the teacher responds to the needs of each child rather than demanding that the child be concerned about the teacher's desires to her plans.

What happens in the child development center cannot be separated from the community and home. A major goal of this project is to involve parents actively in every aspect of the program, to increase their understanding of their own needs and abilities as well as those of their children.

### iii. Critique of the Current Program: Structure and Training

Many accomplishments of the current program have already been described (see section IE). However, to reach the goals outlined above for the children, teachers, and parents, we must learn from the past what more we must do for the future.

CDGM's teacher development program for children has come only part of the distance toward the stated goals because of inadequacies both in structure and training in the present program. The structure hampered the program's development because:

- the ATG's who were responsible for program development in at least eight widely scattered centers had an impossibly immense task to accomplish.
- the ATG's rotating field schedule and heavy administrative duties left them little time to concentrate on improvement of teaching quality in the centers.
- the small number of professional staff with pre-school experience was not sufficient to plan and adequately

or provide sufficient opportunities for teaching leadership from non-professional staff.

- the functions of supervising and training were combined in the same persons, creating a psychologically difficult situation for both the training staff and the trainees.

The training provided was inadequate in location, quantity, and technique:

- ATG's weekly training sessions were removed in both distance and environment from their jobs.
- teachers desiring more intensive training than occasional workshops were obliged to travel out-of-state to institutions whose programs and orientation were often divorced from the particular concerns and needs of the local communities.
- many teachers remained untouched because of the insufficient opportunities for eight week training and the lack of professional staff to carry out central or field workshops.
- Because of the scarcity of resources, program development was largely through the use of simple written material and discussion, even though we have learned that the potential of the poor for understanding and creativity in teaching does not develop most effectively through talk.

b. Training

i. Successful Training Situations

The most successful training situations were those where the teachers had the opportunity to learn through action. The highest level of communication and growth occurred during the fall of 1965 when, with a small grant from the Field Foundation, the ATG's and RT's participated in an orientation focused on a demonstration class with direct involvement in creating materials and acting-out situations.

Over and over again, in isolated workshops and visits, it was confirmed that concepts of pre-school activities and child development were communicated to teachers best through action, not through passive listening or reading.

## ii. Experience of Demonstration Centers

With a taste of what was possible and a feeling of where the greatest response had come, CDGM invited an experienced pre-school professional to develop a "demonstration center" in one area of the state. Teachers participating showed extraordinary growth in two fundamental areas:

- the teachers observed and worked along with someone who introduced new materials and a broader range of techniques for working with children. Following this experience, they began to relate better to written materials previously distributed and to the more abstract level of discussion.
  
- the teachers began to discover themselves and started thinking about the process of learning. They were put into a situation where they were learning through action themselves. It seemed especially important to the teacher, who came from a background of poverty and inadequate education to feel themselves learning, to feel their strengths and their ability to affect the world. By becoming more sensitive to their own process of learning, they began to value it more in the children.

After a few weeks of work with one center, it was discovered that this "demonstration center" stimulated a remarkable diffusion of creative pre-school teaching throughout the entire area. Teachers from other centers came to observe and were invited for a special meeting. Then the professional worker, along with the RT's visited and worked with other centers in the area. Teachers who came to the demonstration center in this area has had a more dramatic effect on teacher development than months of discussions, written material, and suggested ideas.

## iii. Teacher Development: New Approaches

To develop the training necessary to meet the needs of a quality program for children, CDGM is proposing a number of innovations: decreasing the number of centers for which each ATG is responsible, adding one central staff field consultant per area, developing one demonstration teaching center and teacher workroom for each area, and supporting the development of a Teacher Training Institute appropriate for non-professionals in Mississippi.



#### Additional Area Teacher Guides:

In each area there will be one ATG for every four centers to make possible more direct teacher development work. Each ATG will work closely in the field with her centers. In addition, the new structure will allow the ATG to utilize her greatest strength -- creative teaching -- by teaching in the demonstration center. The ATG will continue to receive in-service training in the area through the central staff field consultant. Periodic central workshops for communication and sharing will continue.

#### Central Staff Field Consultants:

One CSFC with demonstrated excellence in pre-school teaching and an ability to work effectively in a community program, will work in an advisory capacity to centers and ATG's in each area. This will decentralize the professional training service and relieve the overload and congestion currently existing at the central level. It will strengthen the teacher program in the centers in preparation for autonomous operation. The CSFC's professional experience will probably make her program standards more exacting than the ATG's. This will provide further stimulus for improved operations in the field. The CSFC will assist in the demonstration center and actively plan and carry out workshops and special projects. Along with the ATG, the Field Consultants will assume a critical responsibility in working to orient the Community Committees to the requirements and potential of the pre-school program.

#### Area Demonstration Centers:

The Area Demonstration Centers, as the major tool of teacher training, focus those attributes which have proven most successful in communicating both pre-school teaching techniques and philosophy:

1. accessibility: it is available to more teachers most of the time.
2. Concentration: it provides more resources to a smaller area.
3. relevance: developed from a background identical to the other centers, it can address itself to the needs unique to CDGM centers in Mississippi.
4. communicating through observation and participation: teachers in the area can witness and participate

directly in new teaching techniques as practiced in a class with children over a long period of time.

5. professionalism: it increases resources in the area for training of center teachers who are being paid not only to work, but also to be trained. This investment in their careers as teachers must prepare them for productive lives beyond this program.
6. The demonstration center serves as a common reference point for teachers to look to for models, discussion, and inspiration.

Attached to the demonstration center will be a workroom for the exclusive use of the teachers in the area in discovering and experimenting with new materials and techniques. Exciting precedents for this exist in the ESI workshop in Watertown, Miss. and Boulder, Colorado and the Froebel Institutes in Britain. A teacher cannot be expected to encourage and nourish an atmosphere for growth if she has not known that climate herself.

#### Operation of the Demonstration Centers:

1. Facilities: Each center should be a separate facility centrally located in the area. The center would resemble closely the other building available in the area, but special emphasis would be placed on the necessity of adequate space for a pre-school program. The demonstration center should include a classroom with a minimum of 500 sq. ft., teachers' workrooms, kitchen, office area, and a large playground space.

2. Personnel: The 2 ATG's in the area would be regular teachers in the center, rotating between the demonstration class and their 4 centers. The CSFC would be available to assist. In addition, demonstration center staff would include:

- Full-time Resource Teacher: a highly recommended teacher from the area who would work with the ATG's in supervising classroom activities.

- Center secretary: would keep health and financial records for center, perform secretarial work for CSFC and ATG's, arrange visits to demonstration center and travel reimbursements.

- Part-time cook: prepares dinner and snacks.

- Part-time Operations and maintenance: cleans and repairs center and builds equipment.

Program for Children: The demonstration center will enroll 15 children from the nearby area and provide them with all services of any other CDGM center. Parent activities will be closely integrated into the area through close consultation with the Area Council and other area staff.

Visiting By Teachers in the Area: The ATG's, assisted by a RT, will conduct a class for 15 children every morning where the teachers from the centers in the area can come to observe and participate. Rotating schedules will vary from area to area depending on the number of teachers and the traveling distances. Fifty selected teachers will each spend a week working directly as an assistant in the class with the children and planning daily activities with the ATG's. Larger groups of teachers from the centers will regularly come for scheduled observation and workshops with the ATG's. Workshops will be small and closely integrated with the morning activities of the demonstration center.

Teacher Training Institute: It is hoped that an independent teacher training institute will be developed in Mississippi to meet the enormous need of the poor in preparing for new careers. Through a series of eight-week programs, this institute would provide more intensive long-range training for non-professional teachers than will be possible in the area demonstration centers. It could also provide research and consultant services to CDGM centers. (See Appendix)

### c. Decentralization

i. Definition of Roles and Authority: Initially, both the Central Staff Field Consultants and the ATG's will continue to be hired by the Central Program Staff on the basis of recommendations from the Area Council for the ATG. The ATG will be the responsible agent for program development in each area. The CSFC will serve in an advisory and training capacity to the ATG and the center teachers.

When an area enters the stage of autonomous operation of the educational program under the plan for decentralization, the Area Council will supervise the area program staff and the area demonstration center. At this point, field consultants considered necessary for program development will be hired by the Area Council with the pro-rated share of training and consultant funds that they receive.

Increasing decentralization of program planning and resources corresponds to the communities' desire for heightened responsibility and authority over all aspects of their program.

ii. Criteria for Responsible Decentralization

For an area within CDGM to assume full direction of its own program for the children, they must insure the Board of Directors not only that they will meet minimum standards for a child development program, but that they will strive for excellence in all areas of the educational program.

If an area desires to enter the stage of autonomous operation of the educational program, certain levels of competence in the centers operation will be demanded by the Office of Evaluation. For example, these might include:

1. Demonstration of competence in developing children capable of operating in a free society; trying to foster independent activity and the ability to think and make decisions; encouraging self-confidence, self-expression, and curiosity in every child in the center.
2. Teachers carefully plan an educational pre-school program, not a first grade or a day-care center, prepare an educational room that offers the children many things to explore and do; give the children a balanced day of appropriate and varied activities; work with individual children or small groups -- not a herd; give special attention and thought to problem children;
3. Evidence that every effort has been made to employ the best people in the community as teachers; no teacher will be required to have a public school certificate. Effort should also have been made to hire some male teachers who can serve as role models

for the children while helping develop themselves and their communities.

4. Existence of an informal stimulation play program with adequate toys and equipment available.
5. An understanding of the different types of reading and number readiness activities for pre-school children.
6. Absolutely no use of cruel or unusual punishment with the children.
7. A healthy program for the children; clean and safe facility and playground; good nutritional program.
8. Adequate space for the budgeted number of children in line with nationally recognized needs of pre-school children to have space to run and play.
9. Actively work to increase the understanding of the parents in the pre-school program and involve them in its operation.

iii. Transition from Central Direction to Area  
Autonomy

The Board of Directors will certify an area's capability of operating independently after receiving recommendations from the Office of Evaluation. The Board may wish to designate a transitional relationship in which an area's centers would receive strong continuous on-the-job support from Central Office program consultants or outside training sources until fuller autonomy is achieved.

### 3. Community Programs

Fully autonomous Area Councils will hire the Area Health Coordinator and a Community Programs worker for their area. Central office will serve as a personnel consultant to these areas if they request a list of qualified candidates for the jobs. Hiring in areas which do not assume this responsibility will remain in the hands of Central Staff, although areas will be requested to recommend candidates for these positions.

- a. Community Programs Worker: The Community Programs worker will play an even more crucial role in the new phase of CDGM than he has in the past.

Autonomy and decentralization require large-scale community support as well as more effective operation of community committees.

He will be required to mobilize community participation, work with community committees to build legitimate representative forms of government at the community, area and statewide levels, as well as help open social services and inform people of Federal programs. All the area staff, but particularly the Community Programs Worker and the Health Coordinator, must also carry to the community the basic philosophy of CDGM--that child development consists of more than what goes on in the center during the school day and that the child must grow up in a climate of democracy, self-respect, and full access to all the services which the society has to offer. (See Appendix 6 for more detailed description of job responsibilities of the Community Programs Worker).

- b. Support Services: Under the two previous CDGM grants, a pool of Community Programs Workers has developed from which Central Staff and Area Councils can employ under the new grant.

However, the complexity and difficulty of the problems which the Community Programs Worker faces are such that support services are necessary. These services will be offered in two forms: a resident

training institute supplemented by workshops (See Appendix V), and a pool of consultant services.

For areas assuming responsibility for hiring area staff, and for all other aspects of operating their own community programs, these services will be available only if requested. For non-autonomous areas (particularly new areas which do not have the benefit of prior experience in CDGM) these services will be given as a matter of course. In either case, the quality of the community program will be subject to the standards established by the Board of Directors and applied by the Office of Evaluation.

- c. Area Health Coordinator: The position of Area Health Coordinator (AHC) has not existed in previous projects. The support services in this area will therefore be more extensive. Contacts will be made with schools of public health, particularly with Tufts University, which is establishing a rural health program in Bolivar County. These schools will be requested to provide personnel consultants and training programs.

The centralization of health services with a small central staff has meant that health activity has been limited to insuring that CDGM children receive routine medical examinations. In a state with the highest Negro infant mortality rate in the United States, and where the average Negro's life expectancy is the lowest in the nation, this is clearly insufficient.

A concentrated program of health education is required which can reach parents' groups and other interested community members. The AHC would work with the CPW to assure that community people are aware of available health services such as Medicare, as well as with centers and communities on nutrition and diet. The AHC would also serve as an area coordinator for medical examinations and follow-ups, and provide a referral service to available psychiatric sources, state agencies, etc.

The AHC job would best be filled by a public health nurse or a registered nurse, and every effort will be made to find such people. However, as the number of professionals in these categories is very small in Mississippi, it will be necessary to resort to training non-professionals for new careers in this field. The presence of these trained non-professionals would become a useful resource to the state as a whole.

In brief, these other community service programs at the central level fit into the future conception of central staff as a coordinating, consultation and resource service bureau rather than a decision-making body.



## C. OFFICE OF EVALUATION

An Office of evaluation directly responsible to the Board of Directors will be established. Its staff will consist of a Director of Educational Evaluation and two Assistants; a Director of Community Program Evaluation and two Assistants. In addition, there will be a substantial budget for financial auditing on a contract basis by independent accountants as well as for management consultant review.

This Office will play a crucial role in determining CDGM's success or failure in achieving the goals implicit in the new conception of the Child Development Program.

### 1. Separation of Functions:

Much of the new program depends on training and learning. Obstacles to acquiring new skills have to be avoided as much as possible. Where the functions of "trainer" and "judge" are combined in a single person, the students' openness to learning is markedly impaired.

People who came as trainers were actually perceived as bosses. As a result, Central Staff personnel have been unable to share their knowledge and understanding with community people who, under circumstances where they did not feel threatened, would have been extremely receptive. It is imperative, therefore, that these functions be separated. The Office of Evaluation will relieve the training staff of their role as judge.

### 2. Maintenance of Program Quality and Standards

#### a. Certification:

Before an area can become autonomous under CDGM it must meet specified standards in program for children, community services, and business administration. These standards are established by the Board of Directors, and it assigns to the Office of Evaluation the responsibility of determining whether these standards have been reached in any particular area. If the Office of Evaluation reports favorably,

the Board will then certify the area for autonomous operation in one, or all, of the divisions of CDGM.

b. On-going Evaluation:

The Board of Directors decides on certain standards which it judges to be essential in providing the children with the quality of program which they deserve, and the community with the quality of services necessary for its development. The Office of Evaluation has the responsibility for assessing and evaluating communities, areas, and the central office by the yardstick of these standards. It then reports its findings to the Board of Directors and other CDGM governing bodies if appropriate. If a center or area falls below minimum standards, and fails to improve, despite warnings and offers of assistance, the Board of Directors could recommend withdrawal of funds, withdraw certification, or impose any other sanctions which they consider necessary.

The process of being evaluated is educational. At the very least, it can make people aware of expectations which they are not fulfilling. At best, it can sensitize people to the rationality of the standards and the possibilities for living up to them. It can help them understand that the standards are not capricious, personal whims, but essential to the organization through which their goals can be realized.

## D. WHAT'S NEW IN CDGM: A SUMMARY

### 1. New Structures

- a. Area Councils: elected representative councils which will serve as the decision-making body for the communities in that area. They will have the final voice in determining the program and administrative responsibilities their area wants to assume.
- b. Elected Board of Directors: a reconstituted Board made up of the presidents of the Area Councils. These representatives will in turn elect 5 to 10 other members to the Board from among relevant professional and service fields. This Board is the ultimate policy-making body of CDGM.
- c. Office of Evaluation: directly responsible to the Board of Directors. The staff and consultants of this office will provide reports and recommendations about the quality and standards of all aspects of the CDGM program, and will certify those areas that want to be autonomous.
- d. Training Institutes: semi-autonomous training programs will be developed for Teacher Trainees, Resource Teachers, Area Teacher Guides, Community Program Workers, Area Health Coordinators and center committee members. These Institutes will fill the desperate need for trained non-professionals and will provide those individuals who have missed out on the conventional routes to social advancement with the opportunity to live more productive, satisfying lives. (See Appendices II and V.)

### 2. New Jobs

- a. Center Head Cooks: the addition of one person to have supervisory responsibility over the kitchen in each center.

- b. Center Administrator: a salaried person who would assume many of the responsibilities which formerly fell to the unsalaried Community Chairman. The Administrator would be directly responsible to the Community Committee for the effective administration and operation of all phases of the center's activities.
- c. Area Health Coordinator: this involves expanding the health program by adding staff, moving some of the health programs from the central office to the area level. The Area Health Coordinator will be responsible for making the task of health education and nutritional-dietetic work for the communities in her area.
- d. Area Business Administration Staff:

Disbursements Officer: responsible for maintaining controls on all expenditures, maintaining records, making expenditure reports; responsible for personnel recruitment, records, evaluation, training, wage rates.

Financial Officer: responsible for processing payroll, including time sheets, checks, etc.; maintaining records; responsible for procurement storage, distribution, inventory, transportation, and facilities.

### 3. New Processes

- a. Evaluation Process: the separation of evaluation administration, and support functions, and the introduction of a continuous process of evaluation with a cycle of reports, recommendations, and warnings for below-standard centers or areas; sanctions and appeals.
- b. "Spin-Off" Process: the specification of a set of procedures by which an area can request greater responsibility, be trained and certified to assume that responsibility in a step-by-step fashion, and begin operation of an autonomous program under CDGM.

- c. Election Process: a constitution was drafted which spells out the process by which representatives of the people will be elected from the community level to the Board of Directors level. This process defines who can make "legitimate" decisions for the communities and areas participating in CDGM.

## APPENDIX I

### CDGM AND THE HIRING OF TEACHERS

#### A. Why "Untrained" Teachers?

Any planning for this division of CDGM must be done in the context of what this unique sociological and educational experimental project was designed to do, what it has succeeded and failed to do in its first twelve baby months of rapidly growing life, and what it must do if it is to reach its goals.

We begin with our basic belief, based on research, that the single most important thing we can do to help the children of the poor develop characteristics and aspirations capable of carrying them from the prison of poverty toward whole and healthy free citizenship, is to provide them with role models with whom they can identify who represent characteristics and aspirations of fruitful personalities: curiosity, confidence, hope, hard work, and creativity. Children below the age of five or six pattern themselves primarily after those who care for them, live with them, and to whom they "belong." Therefore, it seems reasonable that it is these very parents, guardians, and neighbors who must be given the opportunity to be the kinds of role models they want to be for their own children.

The children have heretofore known their parents, relatives, neighbors and grown brothers and sisters as the "left-overs" of a successful society. Their grown-ups are the unemployed, the underpaid, the unwanted. In the case of the Southern Negro children, their grown-ups are the openly outcast, the forbidden, the insulted, the ragingly or submissively helpless. It thus becomes essential that CDGM's structure promote people into positions as pillars, leaders, builders, managers, decision-makers. Specifically they must be the organizers, teachers, hirers, businessmen, and social service agents of CDGM.

#### B. Why "Non-Professional" Planning and Hiring Groups?

When our local, semi-autonomous committees of poor people initiate, establish, and run a child development center, they do not always hire "the best" teachers for their children. But the answer is not to take away their power to hire. It is, instead, to build into CDGM better techniques, personnel, and procedures for helping committee members use their common sense and develop enough knowledge of pre-school education to judge their teachers better.

When our parents and poor neighbors create and carry out a program for small children, they do not always offer "the best" learning situation for their children. But the answer is not to take away their responsibility

for teaching. It is, instead, to build into CDGM better techniques, personnel and procedures for helping teachers use their native human skills and potential to learn and eagerness to move forward and ability to make their teaching performance more consistent with their ultimate personal values and social goals so that they can teach as creatively as excellent Head-Start teachers anywhere.

The above reasons are already strong enough reasons for CDGM's contention that we must continue with the kinds of committee members and the kinds of teachers we now have. But there are other reasons too.

### C. Other Reasons for the CDGM Philosophy of Who Should Teach

We can affect the children far more if our concepts of child raising, mind stimulating, health and nutrition, emotional development, etc., are carried home from the Center than we can if all these ideas are limited to the time and people inside the Center Buildings. We can carry the concepts home more quickly, more broadly, and more effectively if they go home by way of the child's "revised" parents and friends, who have true influence in poor communities, than if they go home by way of "foreigners" (professional teachers and other staff workers) whose middle-classness (and sometimes other-coloredness) make them deeply suspect, mistrusted and ignored. Regardless of any politeness and gratitude they may exhibit, poor people do not pay much attention to people from different walks of life, races, ways of thinking, educational levels. School officials everywhere spend lots of time sadly shaking their heads about the difficulty they have had in "involving parents." It is not difficult to involve parents if parents make and manage every phase of the center's activity. So, if we feel that all the work of the Child Development Center should be continued at home, we must make sure that the home and the center are as close as possible to each other, because they share the same human beings.

We can affect the children quite basically if we make sure that their families have more money with which to buy the better diet we talk about, and the books, and the trips, and the appliances that give them more time to talk with their children. It is more important to get people jobs in which they earn paychecks while they learn than it is to hire professional social workers to distribute welfare checks.

We have, in this state of Mississippi, unfortunately, one of the worst school systems in the country. The Negro schools are at the lowest end of the spectrum. The average reading level of Mississippi's certified teachers (Negro) is shocking. The typical college from which these teachers graduate is shocking. Everybody knows these miserable truths. So why would any thinking person wish to search out and hire these teachers for a new type of school system, the Head-Start program? In addition, these teachers have been trained for another level of teaching -- elementary or secondary -- in a different kind of school. Therefore, there is no reason to assume that

they know any more about nursery/kindergarten education, and especially research-based nursery/kindergarten education for the "disadvantaged" child, than the untrained person. Head-Starts everywhere are reporting the difficulties they are having in "retreading" public school teachers to understand the community school; the pre-school. CDGM avoids the problem of un-teaching and re-teaching teachers by starting with people who can be taught fresh from the beginning. We avoid those who "know it all" and are fairly rigid in their set, and look for those who are committed, concerned, responsible to new methods, intelligent (but have never before had any chance to use their intelligence in a channeled way.) Schools of education are often said to contain and turn out the lowest ability level of students. Poor communities are often said to contain many wise and bright people who have had no opportunities to use themselves productively for society. With these two choices, CDGM avoids the latter.

We know that there are some excellent teachers in the public schools... too few, but some. CDGM has never turned one down. We are thrilled to have them. But is the purpose of Head-Start to pirate the limited number of gifted teachers the school system has and convert them into pre-school teachers, or is it to attract new people to a new field? CDGM thinks the latter is a more socially useful approach.



## APPENDIX II

### THE TRAINING OF TEACHERS

Teachers are clamoring for more training. Any new grant must include inventive and ample training plans FOR EACH TEACHER, tailored to overcome obstacles of distance, reading problems, families at home, and personality factors, as well as of the need for income.

Many of the ideas outlined in our present grant for teacher training have been implemented: workshops, newsletters, toy and equipment making projects, orientations, consultants, help in individual centers by visiting staff, a curriculum book, letters of recommendations, OEO eight-week Head-Start training courses, and the new system of Area Teacher Guides who receive intensive developmental work and work with eight centers each in Teacher Development and Program Development.

We have a foundation now, and can effectively build from it in our future project.

In our current program, we have been responding to our teachers' thirst for learning as best we could with the minimal professional staff we (a) could get, and (b) were budgeted for. We have been developing the human talent we found through the Area Teacher Guide system and our other development techniques. We have relied heavily on the wish local Centers and Areas to "do it themselves" and to strengthen their own programs with little but guidelines and stimulation to help them. We have been getting many good professionals inside and outside the state interested in our experiment. As a result of all these activities, we now have many budding "sub-professionals" available to us whom we did not have before, and we now have many professional job applicants.

The development of new programs, such as Teacher Development Institutes in Mississippi, institutions will be necessary. The purpose of the Teacher Development Institute will be to blend the best that is known about training "sub-professionals" with the needs of this particular experimental project in an innovative model program for under-developed areas everywhere.

The Institute will have a small campus including a demonstration Head-Start Center, classrooms for seminars and practical workshops, an auditorium, offices for staff members, and dining and dormitory facilities.

The basic and biggest program will be to offer six-week Teacher Development courses to CDGM Resource Teachers (first) and Trainees. All candidates for such an Institute will be referred by CDGM Central Staff's Training Program Co-Ordinator or by the Semi-Autonomous Area Projects. If there is adequate funding and competent personnel, courses can be offered to non-CDGM teachers from OEO funded Head-Starts in Mississippi also.

The course will include three days a week of practice teaching in a sample classroom from 8 - 1, two afternoon hours three days a week of seminar on teaching which will include discussions of what was seen and done in the morning, analysis of the tape recordings made in the morning, case studies, child development

theory, and methods and materials with regular staff or specialist consultants, appropriate films, etc. The same three days will include a two-hour reading improvement course, and a daily group therapy session. On the other two days of the week, the student teachers will work in their own centers, practicing what they are working on at the Institute. Institute staff will work with them in their centers. This part of the course will take four weeks. Teachers will work in their centers for seven weeks, and will return for a final two weeks of solid five-day-a-week work. The basic course is planned this way because we find that our teachers learn most effectively through real practice and through help in applying the "ideal" to the "real" situation in which they work. We find that most of our teachers can barely read, so reading must be a critical part of the course. Personality problems are our other biggest problem, so we need to build in good therapy. The purpose of the return after seven weeks in the field is to reinforce, see how much back-sliding occurs and correct it, and to give a certificate THAT DOES NOT JUST SAY THE CLASSROOM WORK WAS ACCOMPLISHED, BUT SAYS SOMETHING MORE MEANINGFUL -- THAT THE ACCOMPLISHMENTS ARE SHOWING UP IN THE CENTER. No certificate will be given unless the new learnings get into the center's daily life, regardless of how well the student teacher does in the demonstration center, the seminars, or in other phases of the Institute's program. The goal is not a good student; it is a better practicing teacher.

The demonstration class head-teacher will also be the seminar teacher for the student. Other staff will handle other courses. The classroom teacher will have no more than fifteen student teachers for the basic course. She will work with these fifteen in their centers as well as at the Institute. We find that the relationship developed between our teachers and teacher development staff is the chief factor governing successful or unsuccessful training.

The institute will also offer a small program to teachers able to attend for a full year. Hopefully, they will receive college credit for this and will engage in the basic program above, plus many extra classes in related college level subjects. We feel that this program is essential if we are developing new careers for the poor, because no matter how good they are, our teachers will not be hired by others in the future unless they have some kind of "official" credentials.

The Institute will have a materials development staff as well as a teacher teaching staff. This staff will develop films, materials for teachers, materials for children, and materials for other groups (such as hiring committees, parents, Area Staff) as needed and requested.

There will be another section which will be responsive to needs as stated by CDGM's Central Staff Children's Program Division for short courses, orientations, field assistance, etc., for below average centers, for committees who need broader concepts and more knowledge about Head-Start, for Area Councils trying to go independent, for parents, for centers wanting to develop special projects, and for the Area Teacher Guide in each area to continue her growth. These programs, of varying length and depth, will be tailored individually.

There will be a Research section in the Institute which will study and develop new careers.

Careful evaluations will constantly be made to see if the training is helping to build quality in the centers. The reports will be sent to the student teacher, the committees that hired the teacher (only hired center teachers in OEO funded centers will be taken at the Institute unless arrangements are made for the Institute also to take hired teachers at non-CDGM Head-Starts, the Area Council, the CDGM Central Staff Training Co-ordinator, and the CDGM Program Inspection Office.

### APPENDIX III

#### THE STRUCTURE OF THE CHILDREN'S PROGRAM DIVISION OF CDGM

Each Center and each regional area has been forming its own program plans for children. This is a new step in taking responsibility.

##### A. Evaluation

There will be a new section of CDGM called the Children's Program Inspection and Evaluation Office, which will have a small staff of Program Evaluators directly responsible to the Board of Directors. These positions will be filled by local Negroes of exceptional understanding and skill, whom we have been fortunate enough to find and get to know. The Evaluators will visit each center at regular intervals, and will send reports and recommendations to the CDGM Board of Directors, the Project Director, the Children's Program Division or Central Staff, the Teacher Development Institute (new), and the center itself. Standards will be clearly stated by this office and disseminated throughout the state.

What will happen with these recommendations? It is the responsibility of the Children's Program Division of Central Staff to act. The staff of this division will notify the Area Council or the center (depending on the degree of autonomy of that area) that the center is below standards, if that were, indeed, the report of the Evaluation Office, and that the center will be inspected again in two weeks to see if it has started improvement plans. If the Area Council or the center has failed to take steps at the end of two weeks, the Area (in the former case) or the center (in the latter case) will be put on two-week probation by the Children's Program Division of Central Staff with the approval of the Program Committee of the Board of Directors. The Area or center may be dropped from CDGM at the discretion of the Board if no action occurs.

Meanwhile, the new Teacher Development Institute will also have been notified of the urgent need of the particular center in question. The Area Council, as a part of its improvement planning for the center, can request that the Institute's staff plan a program for the staff of the center. If the area is not one of the independent semi-autonomous areas, the Children's Program Division of Central Staff can make plans directly with the center staff, and can expect the staff to participate in training programs at the Institute which result in up-graded standards in the center.

The Evaluation Office does not provide training. This is handled by the Teacher Development Institute of through OEO's eight-week training courses, etc. The Evaluation Office does not make any policy decisions. These are made ultimately by the Board of Directors.

If the Evaluation Office's report indicates that all centers in an area are very good, and if the area wishes to "spin off" and become more responsible for its children's programs, the Board of Directors can grant them this new status. If a short course is necessary before "spin off" can legitimately occur, the Teacher Development Institute can be asked to provide one.

#### B. Central Coordination

There will be a Central Staff Children's Program Division. This division will no longer include inspection and evaluation as it has in the past year (see above). When it has become feasible for the Teacher Development Institute to become operational, the division will no longer include teacher development, materials development, research, etc., as it has in the past year (see Appendix II). It will become an administrative division pertaining to the children's programs. The positions here will also be filled by local staff.

The Director of this division will work out policies and plans with the Project Director and with other divisions of CDGM Central Staff.

There will be an efficient, highly trained Administrator whose job will be to see that all duties of this division are performed smoothly.

There will be a Supply Officer, who will select and explain the use of educational materials, supplies, equipment, etc. The Supply Officer will also plan toy and equipment making projects in centers to supplement the bought items which are almost never adequate to the existing needs.

There will be a Training Program Coordinator, who will not offer training courses, but who will announce courses at the Institute and outside of CDGM, who will recruit and screen for the courses, and who will arrange transportation, collect evaluations from the groups ordering the courses, etc. Evaluation reports of the teacher's progress in courses will be sent by the Training Program Coordinator to the CDGM Board of Directors, the Project Director, the Area Council, and the Center.

There will be a Communications Officer who will handle the extraordinary number of local staff problems, requests for information, letters, phone calls, etc., and will process routine communications from this Division.

There will be ample supporting staff of trainee administrative assistants, secretaries, and clerks, as this has always been a heavily loaded division of CDGM.

Advice and consulting services can be had by any staff member of this division from the Teacher Development Institute if desired and requested, but the Institute, once it becomes differentiated from the Central Staff, will bear no responsibility for the functioning of CDGM centers.

The revisions in this division outlined here, reflect the strong wish of the people not to have outsiders "control" their operation, and make possible the promotion of talented local people.

## APPENDIX IV

### THE DAILY PROGRAM FOR CHILDREN

#### A. Children's Workshops

The daily program for children will take place in small centers all over the state. Some buildings are churches, some are homes, and some are unused school buildings. Some of our churches are run-down and overcrowded, some of the homes of rural Negro farmers in Mississippi are not the largest and best heated, and some of our unused school buildings, generally buildings abandoned after the 1954 School Desegregation Cases, are somewhat dilapidated. This is not a matter of choice. We are not intentionally using poor facilities, and in many cases have very nice buildings indeed. We are making every effort to secure the best buildings available, and to repair others to meet the facilities standards of the Child Welfare Division of the Mississippi Department of Public Welfare. Their standards are very reasonable. We, too, want the children to be maximally safe, comfortable, and able to get the most out of the program. Ideally, we would like government or private money to build community centers. Possible northern churches would adopt some of our churches and improve the buildings for all purposes, including pre-schools. Money collected by students and civic groups in the north could be used to repair and enlarge buildings and to put in acceptable bathroom and kitchen facilities. The basic structures may not be large enough and solid enough, but our concern is what can we do with them, however, we find them, to make them into children's workshops?

Communities are encouraged to come in and build low shelves all around the room out of planks, cement blocks, crates, or in other ways. We try to arrange the toys and supplies in a low, easy to reach, orderly tempting way. Thus the children really do have free choice, and the room is half decorated. Staff is encouraged to put the children's brush paintings, finger paintings, magic marker work, cuttings and pastings, collages, string paintings, block prints, and other art work on the walls for all to admire. Many centers have made bright curtains. Many have painted shelves and toys cheerful colors. However unsatisfactory the underneath of our buildings may unfortunately be, the surfaces smile at children.

The program we have established for children can best come true when we have wide open indoor spaces for them to move around in freely, plus ways of dividing the children into small groups for quiet and personal activities requiring greater individual attention and more concentration. Our schools are supposed to look informal with many activity work areas and no stiff arrangements of chairs and desks. The rooms look like they are for children to play in, not like they are for children to sit and study in.

## B. Basic Program

This is conceived of as an activities program. It is not vacant day care, and it is not a "lesson school". A great many play materials are always available for the child to choose. There is a block area, a puzzle area, a table games area, a library corner, and arts and crafts area, a science area, and so forth, and of course, large amounts of imaginatively equipped outdoor play space for big muscle play and exercise and fresh air. The teacher sees her job as actively watching what each child is doing, or perhaps, and maybe more important, what is not doing, and then building him into more productive use of the materials with which he is involved, or guiding him into new areas which have previously not interested him. Her job is not to sit back and rest while he plays (day care), nor to direct and "teach" all the time (older children). It is to notice each child's relationships and help him work out stronger, happier ones if necessary. It is to notice each child's hang-ups, if he has any that prevent him from being as he would like to be, and help him find ways to unravel and go around these personality problems or immaturities. It is to lead each child into the fullest exploration of every corner of his abilities, interests, and character so that nothing God gave him is wasted or stunted or twisted or unrecognized. It is to protect the rights of each child to have a happy time, and, thus, to curtail him only when he is interfering with the happy time of another child.

In a friendly, laughing, chatting, colorful, busy environment, the teacher attempts:

1. To take time for every incident between a child and other children.
2. To take time to make deep friends with each child herself, helping him expand his personal and group play by working with him on his ideas, but carrying them on step further than he has carried them, therefore showing that she appreciates his ideas enough to go on with them herself.
3. To take time to offer to the child and work with the child many small muscle games and activities, many literature, reading readiness, art, music, food, outdoor, large muscle, and other things suitable to providing success and accomplishment experiences of as varied a nature as possible. The teacher's attitude is usually responsive, appreciative, and positive, not "too busy", critical, or negative.
4. To provide for the physical needs of each small child as concernedly and as thoroughly as his mother would if she were present, or if she had time and facilities at home. This includes eating, sleeping, bathrooming, injuries, cuddling, moving freely, etc.
5. To give the child evidence that the world, and particularly the world of school, is possible to cope with and to grow in and to enjoy.

### C. Schedules

Schedules will vary from center to center, as ours is a locally run program, and the only program requirements are that the program be within the bounds of a good early childhood education, as defined by professionals in the field. Each daily schedule therefore, will offer alternating periods of active and quiet activities, indoor and outdoor activities, free choice and relatively more planned activities, toileting, resting, and eating.

Each week's schedule at each center, and generally each day's schedule at each center, will include some arrangement and degree of the following:

1. A variety of indoor toys to choose from such as trains, trucks, tractors, blocks, dolls and doll corners, dress up clothes and other equipment conducive to dramatic play, pretending; making believe, and inventing.
2. A variety of table games such as Tinker Toys, peg boards, zipper and button boards, form boards, size and shape stacking and fitting games, and pocket chart reading readiness games that can be used independently. These are tasks to succeed in, and are less creative than the above, though equally valuable because they lead to a goal of triumphant success and completion. Puzzles and many other kinds of homemade or commercial sets and games are referred to here.
3. A well-equipped playground, with such facilities as slides, see-saws, sand boxes, swings, rolling barrels and spools, wheel toys, climbing bars, boxes to get in, boards and blocks to build large structures with, steps and posts to jump off of, vast expanses to run over, shade trees, and sunshine.
4. Water play will be provided indoors or out, and will include large washtubs filled with water in which children can wash doll clothes, dishes, themselves, sail boats, pour detergent, wring, wring, and enjoy themselves.
5. Five kinds of musical experiences will be offered: listening (to classical, folk, church, freedom, nursery, and musical stories for children, among others), to live music made by staff, community people, or guests, and listening to records; singing (all of the above kinds of songs and all other kinds selected by the staff); making and playing instruments (such as tambourines out of paper plates and tied on bottle caps, paper towel holder and rice rattles, barrel drums, etc.); rhythmic games and dancing



(dancing out the feelings each child has while hearing a certain record, learning simple folk dances, playing singing-circle games such as "Who Stole the Cookies From the Cookie Jar?", etc; and composing or creating new songs and tunes by turning children's world into chants and slogans and little things with a repetitious tune, or putting a familiar activity to music (like swinging). Particularly good in singing and in composing are old or new songs which put in each child's name or idea to fill the missing word spot in the song.

6. An ample and attractive amount of creative arts and crafts will be frequently available. Brush painting, finger painting, pasting scraps and odds and ends such as buttons, leaves, sewing left overs, crayoning, magic markering, chalk, clay, dough, and so forth will be offered almost daily. The aim is for children to experiment, select, and do these things exclusively their own way, within the rules of the game (for example, on the paper, not on each other). Sometimes planned artwork activities will be offered in addition to the free expression activities (never instead of them). These include making free-style designs on a pre-cut pattern Santa Claus, pasting up the teacher-woven Easter basket, putting the spots on the clown cut by older children. The goal here is not free expression. It's producing something fun to have and show. Even this type of art activity must always be within the ability of the child, and he must never be held up to standards - that make it necessary to scold, criticize, disapprove, correct, or re-do.
7. Science activities such as taking walks to find science treasures, keeping an experiment table, taking care of class pets, discussing science ideas as a small group, will play an important part in the program.
8. Toilet procedures are part of the program. Teaching children health habits is important, and bathroom time, especially washing up, is always a sociable time for very young children.
9. Resting is part of a pre-school program if the program is longer than two and a half or three hours. Our programs are typically six hours. An opportunity for sleep should be provided for each child initially. This means a clean mat or quilt to lie on, a quiet corner, and quiet grownups. Sometimes teachers play a record or sing lullabies for a little while. Rest time may be discontinued for those who, day after day, do not fall asleep after twenty or twenty-five minutes. Those who have usually fallen asleep during the trial first two weeks may be grouped together, regardless of age, and the non-sleepers given a ten or fifteen minute lying down rest with a record and then an hour or so of quiet activities, such as records, table games, and stories while

the others sleep. No child will be punished or scolded for not happening to be tired, but peace will be provided for those who are.

10. One or two snack times and dinner time will be included in the daily program. Breakfast is served at some Centers. The discussion and shopping and preparation of the snack are often part of the program as well as the eating of it. Typical snacks are: apple slices, hunks of cheese, crackers or cookies and juice or milk, raisins, or other bits of fruit, vegetable or protein. Typical breakfasts are fried or scrambled eggs, bacon or sausage, toast or cornbread, milk or juice. Typical dinners include chicken or other meat, cornbread and/or white bread, greens, another vegetable, mashed potatoes, canned peaches, milk, and often a jello, pudding, or fruit dessert. Regardless of what else is served, most Centers serve milk two or three times a day, and most children eagerly drink it. They also eat a great deal. Eating problems are not common.
11. Trips are part of the program whenever we can afford them. Centers have gone to factories, parks, swimming, zoos, museums, for picnics, boating, and to many other places, including fire departments, post offices, and police stations. Under the circumstances here in Mississippi, however, it is a little hard to know just how to present some of these community services to members of our communities, as the services are not available to them.
12. Number Readiness is a big part of the daily program. There are counting and grouping games in all Centers, a specially attractive number table with interesting examples of number ideas kept on display, and the teachers use every opportunity throughout the day to point out or call attention to number facts as they come up in block play, sorting paint brushes, how many are waiting to swing, how many are waiting to swing now that one left, etc. For five, ten or fifteen minutes once or twice a day, a teacher sits with a small group around her and plays group number games. All number activities are gay, happy games. Children are not being trained, they are being introduced and led warmly into something fun. We have form boards containing numbers and sandpaper numbers and five year olds may learn to write numbers with an appropriate number of objects next to the number, but the emphasis is on concepts. Four year olds do not write numbers unless they have an exceptional interest in this.
13. Reading readiness is a most important part of the program. All above activities pertain to reading readiness.

- a.) A child that feels happy and trusting and secure in his relationships and activities in the total Center program will feel happy and trusting and secure in the new area of reading later.
- b.) A child who is used to the orderliness of the classroom and schedule (not the rigidity and inflexibility, but the common sense of it and the routine of it) will respond easily to the orderliness and sequence and common sense of much in reading when he gets to it.
- c.) A child who has plenty of time and room to stretch his muscles and who is used to quiet, planned, participation-listening times, will be ready to settle down to more formal reading readiness activities than one who is feeling cramped and restless, or one who has never participated in pleasantly, relaxedly organized activities of an enjoyable sort to this age group.
- d.) Having lots of chances to carry out his own make believe games makes a child more sensitive to and appreciative of other people's make believe in books.
- e.) A child whose mind has been stimulated through rich play, trips, discussions, and friendships with children and grown-ups is ripe for information found in books.
- f.) A child who is experienced in conversation and thinking has much more to relate reading readiness and reading ideas to, and thus can hook teachings to his own knowledge more readily than can the child with a hookless, empty, mind.

- g.) A child who has been encouraged in his curiosity because new games and conversations and ways of engaging in dramatic play have been offered to him daily is used to newness and is intrigued by it, because it brings a promise of happy times and teacher's praise and enthusiastic companionship. He will not be intimidated and fearful about this new thing called reading. New things, in his experience, are good things. New things, to children who have only known one way, are frightening and seem "too hard".
- h.) A child who has had lots of experience in discriminating shapes by doing form boards, puzzles, and chart-type reading readiness games of a self-taught kind, can discriminate letters and words and numbers much more easily than can the child whose eyes and mind are not accustomed to noticing differences and similarities of small marks on paper.
- i.) A child whose belly is full and body is rested can turn his attention to the fine art of learning to read better than can a child whose hunger pains demand his attention and whom sleep is overcoming.
- j.) A child who has had so many enjoyable experiences with his teacher, will be very fond of her, and will be much more eager to please her in the new area of reading and formal reading readiness than will the child who doesn't give a hoot for his teacher because she has never paid him any special attention or cared particularly for him as an individual, and likewise, he has never paid her any special attention or cared for her as an individual. At worst she has been loud in shouting at him and critical in correcting his grammar and manners every time he opened his mouth, or less bad but not good enough to help him learn to read easily, she has been "just there"---just another grownup, whose name he doesn't even really know, and that he really can't distinguish from the other grown-ups.

All these things have prepared the child indirectly for more direct experiences to get him ready to read when he gets to public school-first grade. What is this more direct reading readiness program our Centers will offer?

---Teachers will read to small groups of five to ten children at least twice a day. Library books, books we make at Headquarters, books made in local Centers, and books purchased for each Center will all be selected or made according to these standards: Is it very simple language which these children can understand without a lot of interpretation and explanation (their language, or standard simple language)? Is it clearly illustrated in tasteful style so that either objects or mood are easily recognizable? Is it information or a story that is not complex and elaborate that they lose the trend of the story? (Simple words is not enough, we need simple style, sentence structure and plot as well). Are at least a number of the books illustrated with Negro children? Is the subject matter in many of the books familiar to rural children? Are most of the books about something other than middle-class children? (This could be animal stories that do not refer to specific backgrounds, simple poetry, experiences and ideas of our own children, etc.)

---Teachers will have short discussions times each day with the children in groups of five to ten in which they talk about things, any things, such as what the children have or do at home, how they get to the Center, what stores they have been to and what is sold there, who is in their family and interesting facts about these people or pets, how to slaughter a hog, how to make preserves, the zoo they went to the day before,

activities they are planning or have just been engaged in at the Center, and other things that interest the children. The purpose of reading to the children is to show them the fun and wonders of what's in books, not to get a book read. Similarly, the purpose of the discussions is to show them the fun and wonders of what people have to say, especially each individual himself, not to train him in manners and grammar. Our children, contrary to the beliefs of some people, are very verbal, but they clam up in school because schools frequently dwell on wrong answers, wrong pronunciation, wrong grammar, wrong speech habits and manners, and they thus make the child determined not to stick his neck out by talking to grown-ups. Our goal is to do the opposite. We want to make each child comfortable in talking to grown-ups in school by giving him time to talk with our attention fixed on him, and praise and appreciation of the content of what he is telling us: jokes, news, etc.

---Teachers will put the child's name on his art work and will call attention to his name, show him where it is, help him walk to his own, etc. at least once each day. The teachers will also make clear, large, accurately printed signs and labels for each area of the classroom and will point out, read, and talk about these each day.

---Teachers will play sound discrimination games with small groups of children at least five minutes each day. They will receive special training in this, and lesson plans for each lesson. The purpose of this is to teach each child, slowly, patiently, and with no wrong answers, to listen carefully for initial sounds of words. We will use an adapted version of the phono-visual approach, which includes charts, collections of objects brought in by each child that start with a given sound, etc.

---Teachers will play visual discrimination games with **small** groups of children at least five minutes each day. These will be mostly manipulative games in which the child places a shape with its partner, takes away the one shape that is different from the other three shapes, etc. Teachers will receive special training in this, and lesson plans for each lesson. We will use standard reading readiness materials plus Deutsch and Montessori materials here.

---Teachers will teach sight reading of single words printed 3" high on individual strips of tagboard using the Sylvia Ashton-Warner and Doman Delacato approaches, which are based on words of exceptional interest to each individual child, individual boxes to keep each child's words in, discussion and praise of each success, and a system which guarantees that no child can give a wrong answer, so that his entire experience with the printed word is positive. At the end of the session in June, it is anticipated that most of the children with one more year to go until first grade will have a solid bridge built between himself and later reading, and that most of the children ready for school in September will have this plus a basic reading vocabulary of fifty to one hundred words of interest to him (not necessarily words he will later find in Dick and Jane.)

The purpose of getting the five year olds so over-ready to read is to ensure that their first experiences in public school are triumphant ones. Our children traditionally have "been a lot of work" for teachers, because so much effort is needed to give them the background in pre-reading that is required before they can possibly catch on to the fundamental concepts of reading. Because the children cause the teachers "so much trouble", the teachers often dislike them. The children feel the dislike and disapproval, become discouraged, and begin their academic careers in a mood of gloom. They learn within the first semester that they can't do the

work. Therefore, it is CDGM's goal to prepare its graduates so well that they can breeze through the first semester of first grade with a feeling of happiness and pride. The side-effect of this will be that the teachers have less work, and like the children better. And the total effect will be that the children find school and pleasing the teacher easy so that their further progress will be likely.

---Teachers will be sure to get at least one "story" from each child every few weeks. These stories may be only a sentence picked from his conversation or play. Or they may be longer discussions written down. But whatever the length, quality, grammar, or dullness of the story may be, it will be each child's own production, and it will be treated with respect. These stories will be displayed in a special story corner, read to the children frequently, and used as a base for making the children's individual word cards to learn to read with. The best of these books (the most universally interesting to rural, Southern, Negro children, most imaginative, those with the most colorful language) may be printed by the printing project. Other books will be made by the printing project too. Copies will be made available to each Center as possible to each child. Reading readiness lessons will be made up from these books.

PHILOSOPHY  
AND  
PURPOSE OF  
THIS DAILY  
SCHEDULE

Engaging teachers in the above described activities is not the purpose of this program. Running children through these rituals whether or not we have their eager attention, interest, and participation, is not the purpose of this program. Imposing methods and materials on teachers, parents, and children is not the purpose of this program. Therefore, our aim is to offer many understandings and specifics to our teachers based on the fact that this year most of them expressed a tremendous hunger and thirst for knowledge and methods and materials that they could transmit to their children to actually (instead of hopefully) help them do better in first grade. Our children do not go far in school, often, because they are not ready to drink in reading skills when they get there, and thus get behind before this first.



critical year is up, and never catch up, so drop out or pass along with highly inferior reading ability. In any case where, after becoming familiar and comfortable with the above activities, teachers or parents feel that they are unsuitable, they will not be forced to use them. However, the year's experience leads us to believe that anything that "works" will be used, improved quite creatively, and revelled in by teachers and parents alike. Our emphasis will be on the minute details of how to do these things so that children love it, not on how to do these things so we can show observers we are doing them. At all times we stress that these are community schools, and that local ideas, opinions, homemade toys and equipment, items found in homes and fields, can be of central importance to the daily curriculum, the building, and the playground. We are concerned about making the point that child handling practices in every contact with every child and fully using every resource that is locally, typically available can make a difference. We do not want to make the point that only trained teachers with mysterious bags of magical tricks can help these children. We can help the children most by giving them opportunities to see their parents in a new light of dignity: teaching, building, planning, learning; not by telling children that teachers know better than parents. We can help the children most by showing them all day long what they can do, not what they do wrong and don't know. Implications we get across quite effectively when we set absurd standards and then criticize, cut down, put down, and confect. Regardless of what research knows and experienced early childhood educators know, it is not "true" here in CDGM unless it helps these children and these community people.

## APPENDIX V

### THE TRAINING OF COMMUNITY PROGRAM STAFF

As part of an intensive training and support effort designed to prepare non-professional community people to assume as many of the roles in CDGM as possible, we are proposing a Community Workers' and Community Leaders' Training Institute. This Institute will be funded outside of regular Head-Start funds, although it might organize eight-week courses at the standard Head Start tuition cost. Approaches have been made to the Southern Regional Council, the Citizens Crusade Against Poverty, and contacts are planned with other private foundations, as well as with other offices of OEO.

In essence the program is designed to provide its students with the skills and information necessary to assist communities in their efforts to overcome decades of fragmentation and lack of cohesion in order to create a structured community capable of defining and acting on problems in an autonomous, independent manner. The failure to achieve this goal is a repeat of the first post-Reconstruction experience. When outside supports are removed, as they are already beginning to be, there will be a sliding back into a state of powerlessness and renewed dependency unless internal operating situations are created. The Negro community now needs the ability and the knowledgeability to carry out programs of self-help and self-organization.

#### A. The Training Program: Structure

The Leadership Training Institute will be a centrally located residential training center which will provide training programs for whatever community or statewide groups -- CDGM, economic co-ops, voter leagues, etc.-- choose to request them. Special emphasis will be given to CDGM area staff (Community Program Workers) and CDGM community committees.

The training program for Community Program workers would bring together approximately fifteen trainees for a three-week period in the residential center. This initial three week period would be followed up by three-day sessions every month, and week-long returns every three months -- a total of sixty-six training days.

The training program itself would be run by the permanent center staff and faculty with heavy support from consultants who would be hired on the basis of the specific skills which are needed by the trainee. The faculty of the Institute would consist of five people who would serve as both resident teachers in the Institute and as field supervisor-consultants. These two functions would be carried out on a rotating basis, such that at all times after the initial three-week training period there would be at least three faculty members in the field serving as supervisors.

## B. The Training Program: Content

The content of the training program would consist of:

1. Relevant information and background -- e.g., federal programs, CAP structure, basic political science, economics and sociology.
2. Examination of problems of group organization and structure in general and groups in the Negro community in particular.
3. Training in the use of techniques for dealing with community problems centering around organizational decision-making and representation. These techniques would include the use of role-playing, the case study approach, group problem-solving techniques, sensitivity training, etc.

(All of these techniques have been used successfully with area level staff in CDGM.)

In every way possible, the content of the training program would be designed to prepare the community program worker to carry out the specific jobs which are described in Appendix VI.

## C. Information and Research: A Support Service for Community Workers

In order to deal effectively with specific problems, there must be provision for the collection, analysis, translation, and dissemination of information by competent professionals and/or non-professionals who will be providing a support service for local community leaders and those engaged in training them.

This service would be performed by a research and rewrite specialist and his staff who will be connected with the Training Institute staff. This team would prepare information and materials requested by the Community Program Workers and their supervisors as the need arises in their projects. The information and research staff would also be responsible for preparing necessary materials for the training course itself.

APPENDIX VI  
JOB DESCRIPTIONS OF THE COMMUNITY PROGRAM WORKER

A. Responsibilities

1. Effective Operation of the Community Committee

The Community Program Worker will run workshops and training sessions on effective group operation (e.g., how to lead a meeting), on the concept of representation, and on problems of decision-making. He will serve as a source of information on almost any conceivable community need and problem which may be of interest to the committee and which could have implications for the center and the community.

2. Development of Parents' Groups

The Community Program worker will be responsible for seeing to it that the parents of the Community are organized around the center so that they can:

- a. take advantage of special programs and services to them through the center.
  - b. have a voice in the operation and policies of the center.
  - c. can be called upon to provide volunteer assistance to the center.
  - d. can operate as a cohesive group in other community activities.
3. The Establishment of Child-related programs for Parents such as:
- a. keeping parents informed about what the children are doing in the center.
  - b. the pre-school child.
  - c. how to supplement the program at home.
  - d. special problems -- reading, learning, etc.

In this area, the CPW will help the communities organize meetings, programs, and classes on these subjects. He will make contacts with consultants, state agencies, and other resources as they are needed in this program. In general, he will channel available information to the communities.

4. The Establishment of Community-related Programs for Parents such as:
  - a. consumer education.
  - b. community problems and needs.
  - c. voter education.
  - d. health education (in conjunction with the AHC)

Again, the CPW would make the possibility of such programs known to the community, would help organize and arrange the classes, meetings or programs, would serve as a contact to consultants and other resources, and would be a general source of information.

#### 5. Development of Volunteer Groups

The CPW would aid the parents, staff, and committee of a community in recruiting and organizing volunteers, and in helping to set up simple training programs to prepare them for their work.

6. Implementation of Projects Desired by the Community, such as:
  - a. cooperatives.
  - b. credit unions.
  - c. water associations
  - d. FHA loans.

(Needs and interests vary greatly from area to area and it is hoped that each area will specialize in a particular kind of project, so that it can later serve as a resource to other areas wanting the same kind of program.)

On these special community projects, it is the CPW's task to:

- a. make the people aware of the variety of opportunities available to them.
- b. provide information on projects in which the community is interested.
- c. assist in setting up the necessary structure.
- d. help in finding and following through on the possible sources of assistance.

7. Making Accessible Community Resources, Federal Programs, etc.

Again, the CPW scouts out available resources and programs, informs the community of their existence, and of how to make use of them, and aids in taking action if for some reason these resources are being denied to the members of the CPW's community.

B. Resources Available.

For various aspects of his job, the CPW can call upon a wide variety of resources and support services within CDGM, within the communities, and from a wide variety of other outside sources. The whole range of possibilities includes:

1. the staff of the center.
2. Area Teacher Guides
3. Area Health Coordinator
4. program departments of various branches of central staff.
5. informational and research resources of the central staff.
6. staffs of training institutes sponsored by CDGM.
7. outside consultants made available through central staff.
8. county and state departments; health, education, welfare, Home Extension Service.
9. federal agencies, U.S.D.A., FHA.
10. institutions of higher learning in and out of state, particularly medical schools.

APPENDIX VII  
DRAFT CONSTITUTION  
of the  
CHILD DEVELOPMENT GROUP OF MISSISSIPPI

PREAMBLE

WE, the poor of Mississippi,  
To better our condition,  
To provide for a more abundant life for ourselves  
and our children,  
To establish effective instruments through which we,  
and those who come after us, can exercise our  
inalienable rights of citizenship and of self-  
government, and  
To meet our responsibilities for the general welfare  
of all the people of the State and the Country,  
DO HEREBY PROPOSE this Constitution for the Child Development  
Group of Mississippi.

## ARTICLE I

We, the people, as the ultimate source of power, hereby declare this Constitution to be the instrument enabling each person to consent to and participate in the kinds of programs and services provided by the Child Development Group of Mississippi through an ordinary system of self-government, providing for:

1. Elected representatives to whom we delegate certain enumerated and limited responsibilities;
2. Regular and periodic elections of these representatives;
3. Rules by which these representatives shall carry out their assigned responsibilities; and
4. Procedures whereby individual grievances may be processed in a fair and legal manner.

## ARTICLE II

### COMMUNITY COMMITTEE

#### Section 1.

Each community shall elect a Community Committee of no less than five (5) nor more than ten (10) persons for a two(2)-year term. A quorum shall consist of a majority of the community members. No member of the Community Committee may hold any other position with the Child Development Group of Mississippi within the community.



The Community Committee shall be responsible for:

- (a) Implementing a pre-school program in their community in accordance with the proposal submitted and approved by the O.E.O. and in accordance with State and Federal laws;
- (b) Hiring personnel recommended by the Community Executive;
- (c) Supervising the Community Executive;
- (d) Deciding on the kind of community services needed;
- (e) Approving the budget as submitted by the Community Executive;
- (f) Hiring the Community Executive.

### Section 3.

The Community Executive shall be the chief administrative officer in the community with responsibility for:

- (a) Recruiting and recommending personnel to the Community Committee;
- (b) Preparing and submitting a budget for the pre-school program to the Community Committee;
- (c) Recommending actions to the Community Committee necessary for implementing the pre-school program;
- (d) Implementing a proper fiscal system whereby all monies provided for operating a pre-school program shall be accounted for.

### Section 4.

The Community Committee shall elect a Chairman, a Secretary and a Treasurer for a two-year term. The Community Committee Chairman shall not vote except in case of ties. The Community Committee Chairman shall be a nonvoting ex-officio representative to the Area Council.

Section 5.

The Community Committee shall elect a Personnel Committee, a Program Committee, and a Finance Committee. The President shall be the Chairman of the Program Committee; the Secretary shall be the Chairman of the Personnel Committee; and the Treasurer shall be the Chairman of the Finance Committee.

Section 6.

The Community Committee shall be chosen from nominations submitted at a general community meeting to be held once every two years. Nominations of at least two persons must be made for each office, and the person receiving the majority of votes from those present and voting shall be elected. The meeting shall be generally publicized for four consecutive weeks by newspaper, radio, other available news media, and before various groups and churches in order to ensure the fullest possible participation of the entire community. Any community person 18 years or older shall have the right to vote. Candidates for the Community Committee must be 18 years old or older at the time of the election.

Section 7.

Each community shall elect a Board of Grievances of three (3) persons for a two-year term of office. This Board shall be elected at-large from the community at the community meeting described in Section 6. No member of the Board of Grievances can hold any other office or paid position in the Child Development Group of Mississippi. If a complaint is filed before the Board of Grievances by a member of the family of one of the Board, said Board member shall disqualify himself. The Board of Grievances shall elect a Chairman.

The Board of Grievances shall have responsibility of investigating all complaints involving the organization's activities in the community. Complaints shall be submitted to the Board of Grievances in writing signed by the complainant. The Board of Grievances shall hold a hearing and thereafter notify the complainant within seven (7) days, in writing, setting forth the specific grounds for the Board's decision and recommending appropriate action to be taken. There shall be no appeal on the merits from a decision of the community Board of Grievances, though the Area Council, upon the written complaint of a complainant, may review whether the Board of Grievances acted in accordance with the Constitution.

### ARTICLE III

#### RECALL

##### Section 1.

Any member of the Community Committee and the Board of Grievances shall be subject to recall under the following conditions:

- (a) Upon the written petition of ten (10) community citizens charging the member with failure to properly perform his duties; and
- (b) A majority of the persons in a community meeting called to present the petition shall vote to remove the member.

There shall be no appeal from a decision of a general community meeting.

ARTICLE IV  
AREA COUNCIL

Section 1.

Each area shall be represented by an Area Council consisting of two representatives from each community, the Chairman of the Community Committee and a delegate elected from the local community. The Community Executive shall be an ex-officio member of the Area Council.

Section 2.

The Area Council shall elect a President from the Community Chairman serving in that area, a Vice-President, a Secretary, and a Treasurer for a term of two years.

The President of the Area Council shall be a member of the State Board of Directors of the Child Development Group of Mississippi.

Section 3.

The responsibilities of the Area Council shall be to:

- (a) Approve all project proposals submitted by the Community Committee;
- (b) Interpret and develop guidelines for area project operation;
- (c) Provide technical assistance services as requested by the communities;
- (d) Provide area, fiscal, administrative and program audits;
- (e) Recruit and hire Area staff personnel.

ARTICLE VI  
ANNUAL CONVENTION

Section 1.

The Annual Convention of the Child Development Group of Mississippi shall be held for two days at a location and time chosen by the Board of Directors.

Section 2.

Delegates to the Annual Convention shall consist of two Delegates-at-Large elected by each Center. Only the elected Delegate shall have the right to vote. The Chairman of the Board of Directors shall preside at the Convention until a Presiding Officer is elected. The Presiding Officer shall appoint a Secretary to the Convention, a Sergeant-of-Arms, and a Rules Committee consisting of the Secretary to the Convention, the Chairman of the Board of Directors and three other Delegates.

Section 3.

The agenda of the Annual Convention shall include the Annual Report of the Board of Directors, resolutions on future policies, organizational changes and objectives, and such other business as may be brought properly before the Convention.

ARTICLE VIII  
AMENDMENT OF CONSTITUTION

Amendments to this Constitution shall be made only upon two-thirds vote of those present at the Annual Convention.

Committee; and the Secretary shall be the non-voting Chairman of the Personnel Committee.

The Board of Directors shall also appoint an Evaluation Committee to maintain supervision of the area and community projects. The Committee shall have responsibility for

- (1) Investigating fiscal, administrative and program operations in the various projects;
- (2) Assuring that areas adhere to O.E.O. Guidelines and provisions established in the grant proposal and in this Constitution;
- (3) Recommending appropriate action to the State Board of Directors where administrative, fiscal or program standards are not being maintained.

## ARTICLE VI

### CENTRAL STAFF

The responsibilities of the Central Staff are to:

- (a) Prepare and interpret guidelines and advise on their applicability to local communities;
- (b) Furnish support services on a contract basis to the Area Councils;
- (c) Handle arrangements for the Annual Convention;
- (d) Assist the Board of Directors in the preparation of the preliminary agenda for the Annual Convention.

ARTICLE IX

RATIFICATION

This Constitution, in order to have force and effect, must be ratified by three-fourths of the communities participating in the Child Development Group of Mississippi program.

## APPENDIX VIII

### WHAT ARE THE PARENTS AND TEACHERS SAYING?

#### I. THE TEACHERS

##### Report on the 5½ and 6 year old children

The children are having so much fun and enjoying themselves so much, until I will not try to explain. When we first began Head Start, the children were afraid to come, because most of them thought they were going to the doctor to get shots. They would get out of the car crying and saying that they didn't want to take shots. But as soon as they found out what was going on at the Head Start school, they began to love it more and more every day.

I was sitting down one day talking with one of the children in my unit. He asked me if Head Start would remain after he began to go to public school. He told me he wanted his little brother and sister to go to Head Start School, because it has help him a lot.

As a trainee Teacher, I would like to say that the Head Start has helped the children. It has given our children something to think about and talk about. We go out and do something that the children like to do. Head Start has really helped me to be a better mother to my children. It is a wonderful program.

Mrs. Edna Strickland  
Teacher Trainee  
VOSSBURG/ST. PETER CENTER

##### Report on Bobby Lee Buxton

At Bobby's home. I talked with his mother, Mrs. Frozene Buxton. She thinks the school is wonderful. It has helped Bobby a lot. He was so stubborn and mean before he started to Head Start School, and wouldn't play with anyone, but now when he gets home from school, all he can talk about is going back. He can't wait until Mrs. Evans pick him up the next day to go to school.

Mrs. Burnetta Jones  
Teacher Trainee  
VOSSBURG/ST. PETER CENTER



Report on Tom Edward Keeler, a three year old

The first day he came to headstart school he didn't want to play with the other children, he just wanted to play with his cousin. He also wanted to stay around his mother. He would cry so loud in class until his mother had to come out of the kitchen to quiet him. He fight, bite hisself until he bleed. This school have really help him. His mother said he doesn't take time to eat breakfast in morning. He really love to go to school. Let the child make up his own mind what he want to do. He will not be afraid when he start to public school.

Miss Dessie B. Moss  
ST. PETER CENTER

Comments of CDGM Teachers

I have shared and introduced all ideas and materials with the teachers that I received from Resource Teacher workshops, but unfortunately we haven't seen very much of Mrs. Davis lately. Since I haven't any special training of any kind, I would appreciate it very much if Mrs. Davis would come and share her ideas with us more often.

Dora L. Jackson  
Resource Teacher

I am fully convinced that words are only a small factor which could be used to express the nearly inexpressible joy which comes from working with these Head Start Children. I guess the real joy could be seen in my eyes. I am happy working here, because I believe that I have helped create some of these sweet and broad smiles that our children are now wearing. I believe this is one of the most rewarding things that has ever happened in my community. It isn't a thing that we gossip over, it's much too important for that. We speak of it carefully, because it has come to us and aided. I feel that the children could never have been granted a greater gift than the Headstart Program.

In Appreciation  
Kattie Mae Hales

### Beaver Meadow Center

On December 30, 1965, a group of children along with selected trainees arrived on time to go to work.

We chose our trainees very carefully. We wanted teachers who loved and understood children. People with college degrees were not at all challenging. We chose housewives or mothers, because we knew that they had worked constantly with children. I feel justified in saying that our trainees are very capable people. For three months without pay, they worked diligently, never complaining. I believe that they are rejoicing in the fact that a miracle has been brought in the minds of the children. Each day brings new improvements and the mothers of these children take time out to call us and let us know that they too, have noticed the improvements and changes.

Thanks to headstart, many children have been helped. Every evening, when school is out, they linger on the playgrounds.

### Report on Sammuel

Most of all, I believe that Sammuel is learning the value of loving and being loved. Most of all in working with this child it has made me realize more deeply, the need children have for understanding and care in general.

I believe that by the aid of the Child Development Program, Sammuel as well as many other boys and girls will be better adjusted when they enter elementary school.

Mrs. Lorene Gilmore  
BEAVER MEADOW CENTER

## An Area Teacher Guide Report

Before CDGM program came into Mississippi there was no chance for poor Negroes. This program has helped many people think for themselves and get up and do things for themselves. I know how much this program has been to the poor people's little children that never had a chance to speak for themselves, have a chance to do many things that will help them in school. We are trying to run a play school with many activities to make the children happy.

Many parents have not yet learned how much their children learn at these play schools. We are still trying to show parents that their children have the right to speak for themselves. Never before have we had this chance. We want this program to stay in Mississippi to help our people's children and adults. I have learned many things that we as parents can make at home to help our children -- toys, games, books, read stories, learn them health habits, and many other activities that we can use that do not cost a lot of money. This is something I have never known about before, and never heard about them. My family are proud of me since I have been working.

It has helped me in many ways. We suffered for water. We had been hauling water for about 20 years. One of the workers that work for CDGM came to my home and talk with us about getting a water loan. We just couldn't understand at first, but he kept on talking to us, so one day we decided to try it. He went with my husband to the ASC office and stay with us until he got us on. I cannot thank him enough for the water -- both rooms.

I have learned about many things since CDGM has been in Mississippi. I always want to help my people but didn't have a chance and did not know how to start. I will always know how to help other children and adults, thanks to CDGM and the staff that help me to learn what I know, for bringing things back to my memory, things that I know and never thought about using them.

I hope I can work on and help others learn as I have learned. It has helped many poor families. I want to learn more ideas. I hope CDGM will stay for many years.

Mrs. Hattie B. Saffold  
HOLMES COUNTY

I prefer CDGM to any other organization because it sees a person not as what he is, but what he can be. It takes the person with a minimum amount of education and gives him a chance to elevate himself.

CDGM has made it possible for all children, regardless of race, to have a chance to be thought they are human beings with minds of their own. Not only do the children have a chance but the parents have a chance to wake up to the fact that they are individuals with rights to think, act, and choose for themselves.

How is that made possible? By regular community meetings being held, parents and teachers talking together. Not teacher talking to parents.

CDGM is the only organization that offers the teacher a chance to learn while teaching. Why does it offer that chance? Because it sees what a person can become, rather than what he is.

Mrs. Esther M. Holmes  
ST. JOHN CENTER

Route 3, Box 136  
Gulfport, Mississippi  
June 21, 1966

Dear Sargent Shriver,

Many years ago I became aware of a great need in our community, our state and our nation. I saw in the faces and lives of poor people the disease of poverty. I saw the hopelessness, the longing for, the wanting, the feeling of uselessness. It left as a result, hate, crime, and a dejected feeling people.

...Most of all Headstart brought hope to an almost forgotten or forsaken people. I think it is an essential program. It must not die. It must continue to up lift a race. Out of the Headstart and the War on Poverty will come a generation of self-supporting, self-confident people.

Yours truly,  
Mrs. N. A. Theodore

## II. THE PARENTS

Dear Teacher:

Seems to me that Elizabeth and Charles have improved lots although they didn't want to go at all at first. Every evening they come in singing a song. Even their English have improved. All I have against them are they come in ready to eat and go to bed. You know there have been a time when children wasn't old enough to go to school and didn't have the privilege to go. I think God has really blessed us.

Thank you,  
Lula Bell George

Dear Teacher:

I think you are all doing a very good job with my three year old child, they comes home singing new songs and playing new games and telling me the color of their dress or shoes, they realize are enjoying themselves. I must admit you all have accomplished more with my children in eight weeks than I have in three years. Thank you.

Dona and Jeffery Mother

Dear Mildred and Mary Lee,

I am very pleased about Graylon. He has learned many things about school songs, games, numbers, etc. The most important thing is how to play and make friends with other childrens. Graylon like to come to school. I know he is a spoil child so I know you have a great responsibility but you both are doing a great job.

Graylon Mother,  
Carrie Crenshaw

Dear Teacher,

Slean Doris is learning. She can sing different songs. She like to go to school. She go when she is sick. I can't keep her here.

Mary Evans

To Dennis Earl Teachers:

I am really happy that you all have brought Dennis out. When school started he didn't want to come and he just set and cry. When I started to get him ready, but now he want to be the first one to get ready.

When he leaves home now he tells me to give him some paper and a pencil and I ask him what is he going to do with paper and a pencil and he said my teacher is going to learn me how to write my name.

He has really learned to sing and play.

Thank you.

Idella McDonald, Mother

Child Development Group  
Jackson, Mississippi

Dear Staff,

I think that the Head-Start program is wonderful because it helps to cultivate the minds of the younger generation.

It has helped my grandchildren to become individual thinkers, to share with others. I think that it should be continued about the community and every community that doesn't have a center should try to get one.

Sincerely yours,  
Mrs. Eucille McCarty

Dear Board Members,

Last year in June, the Child Development Group of Mississippi program came to our community. It has helped to my children so very much. I am the mother of seven children. My son worked at the KC Center and he enjoyed working the children.

This program has made it possible for children who's parents couldn't afford milk for them to get it and a balanced meal every day. It help them learn how to play and learn too and are happy to have it in the community and hope it will continue. And the children just love the songs and play with the dough paint, the book with lots of pictures, also the blocks. They are up early in the morning and to go they just love it. CDGM program is the best program for our children.

Mr. & Mrs. Moffett

C.D.G.M.  
290 Milner Building  
Jackson, Mississippi

Dear Sir:

I am the mother of seven children and I have two going to C.D.G.M. I just wanted to say how much appreciate my children getting a balanced meal each and milk. They have playground toys that I have not been able to buy.

Mrs. Mozella Wash.

APPENDIX IX

MAILING FROM STATEWIDE MEETING



... should plan to meet ... after the statewide meeting to discuss the proposal & the ideas brought out at the state wide meeting in Jackson

PROBLEM #1  
HOW CAN THE TEACHERS IN THE CENTER GET MORE TRAINING IN PRE-SCHOOL EDUCATION SO THAT THE PROGRAM FOR THE CHILDREN IN THE CENTER WILL CONTINUE TO IMPROVE?

Suggestion for OEO Proposal:

Eight-week training courses should be set up in Mississippi so that all the resource teachers and trainees could participate sometime during the year. Also there should be more workshops in the areas.

FOR

Most of the teachers in the centers want to learn new ways to work with the children. But there have not been enough workshops or chances to go to training courses. It is also difficult to go out of state for so long.

AGAINST

The people in the community know what is best for their children and they do not need special training to work with their children.

COMMUNITY COMMENTS ON TEACHER TRAINING

CENTER BJ

PROBLEM #1

(Do you have any better ideas?)

*... the OEO ...  
...  
...  
...  
... a brief training session ~~with~~ for  
... local committee to give them  
instructions like the attached sheet.  
... then the sheet isn't good enough. They  
... a few days of workshop*

PROBLEM #2

WHO SHOULD HIRE THE RESOURCE TEACHERS AND TRAINEES AND WHO SHOULD MAKE SURE THEY DO THEIR JOBS?

Suggestions for OEO Proposal:

The elected community committee should be responsible for hiring the staff for the center and should be responsible for the kind of program this staff has for the children. If the teacher does not turn out to be good, the committee will fire her.

FOR

The people in the community want a center for their children. They know the best people in the community to work with the children. They know what happens in the center. They, not someone outside the community, should hire and fire the staff.

AGAINST

The community committee does not always hire people who work hard to become good teachers. Sometimes the community committee lets teachers continue to stay on the payroll even though they are not helping the children. This may hurt the children, and, if it is reported to OEO, may make it harder for other centers to get a grant to continue their program.

COMMUNITY COMMENTS ON TEACHER HIRING

CENTER C.I.

PROBLEM #2

1. Yes, however, local committee must submit minutes of all meetings to the AA with names of members present and names of those absent.
2. The committee <sup>members</sup> should have their responsibilities, limitations and duties in written. Every member and employee should have a copy of these instructions.

PROBLEM #3

WHO SHOULD HIRE THE AREA TEACHER GUIDE? THE AREA ADMINISTRATOR?  
THE COMMUNITY ORGANIZER?

Suggestion for OEO Proposal:

There should be an Area Council which is made up of representatives from the CDGM communities. This Area Council would hire the Area Staff and would be responsible for making sure that the Area Staff do their jobs.

FOR

Representatives of Communities in the area know which people can do the kind of work that is necessary. They know better than the Central Staff when the Area Staff are doing their jobs and when they are not.

AGAINST

The Area Council may want to hire the Area Staff but will not take the responsibility when the Area Staff does not work well.

-----  
COMMUNITY COMMENTS ON HIRING AREA STAFF

CENTER CS

PROBLEM #3

Area Staff can be hired by Central office or else needs to be approved before being hired.

Area Council must meet at least once per month and submit minutes to Central Office with names of members at meeting and names of absent members.

PROBLEM #4

THE CENTRAL STAFF DOES NOT GET EDUCATIONAL SUPPLIES, FOOD, REIMBURSEMENT, OR RENT AND TRANSPORTATION PAYMENTS TO THE CENTERS FAST ENOUGH. AND PEOPLE IN OUR COMMUNITIES ARE NOT LEARNING HOW TO DO THESE THINGS.

Suggestion for OEO proposal:

In some areas, the Area Council and their Area Staff could be responsible for buying supplies, purchasing food checks, and paying for rent and transportation contracts instead of waiting for central staff to do it. Where there are not enough people in the area to be trained to do these things, the central staff could find consultants who would be available for the Area Council to hire in order to help train and work with the staff in the communities until they could do the work themselves.

FOR

As long as Central Staff continues to do these things, the communities will not be able to run their own projects. There are enough consultants available to help the Area Staff get started and train them to do the jobs themselves.

AGAINST

There are not enough people in the areas who could really do these jobs. It would be better to let Central Staff continue doing them.

-----  
COMMUNITY COMMENTS ON HANDLING MONEY

CENTER         

PROBLEM #4

✓ *Agree*

PROBLEM #5

SOME COMMUNITIES AND AREAS FEEL THEY COULD DO SOME THINGS BETTER IN THEIR AREAS THAN IT IS NOW BEING DONE BY CENTRAL STAFF, AND THEY WANT TO DO THESE THINGS FOR THEMSELVES. EACH CENTER AND EACH AREA MAY HAVE DIFFERENT IDEAS ABOUT WHAT IT WANTS TO BE RESPONSIBLE FOR -- PROGRAM FOR CHILDREN, EDUCATIONAL SUPPLIES, PAYROLL, MEDICAL EXPENSES, ETC.

Suggestion for OEO Proposal:

During the next two months, each community will select representatives for an Area Council which will decide what that particular area wants to do for itself. The Board of Directors and Central Staff will arrange to find people who can help in the areas in this attempt if it is needed.

For example, if an Area Council wanted to make its own payroll but did not have an Area Staff employee who was experienced in this, a consultant could be found <sup>by the central staff</sup> who would help the area staff learn how to make payroll checks and would stay in the area until the staff could handle this as its own. The same thing could happen in the program for children.

FOR

AGAINST

This arrangement would allow each area to take the responsibility for itself of as many activities of CDGM as it wanted. More things would be done locally, and more people would be trained to do them.

People in the areas do not want to be responsible for these things yet.

COMMUNITY COMMENTS ON JOBS OF AREA STAFF

CENTER G-1

PROBLEM #5

*Each area committee will probably be elected shortly, I assume. Then the secretary and one or more members - large or small - should be on Area Council. In other words Chairman & two other members should NOT be permitted to serve on Area Council.*

PROBLEM #6

HOW CAN THE PEOPLE'S WISHES BE REPRESENTED IN

1. WHAT POWERS THE STATEWIDE BOARD OF DIRECTORS SHOULD HAVE AND
2. WHO WILL SERVE ON THE BOARD?

Suggestions for OEO Proposal:

Each community will hold a publically announced election to choose a community committee which will have

1. the power to make decisions about the center and
2. the power to choose representatives to an Area Council.

Each representative will have the power to speak for his community in the Area Council.

Each Area Council will send representatives to the statewide Board of Directors. Each representative will have the power to speak for his Area on the Board.

From the statewide meeting next Saturday, a Steering and By-laws committee will be selected.

-----  
COMMUNITY COMMENTS ON THE BOARD OF CDGM

CENTER GJ

Re: pt 2.

Area Council members should be people from local committees however Chairman and vice-Chairman should ~~be~~ NOT be permitted to be members of Area Council.

~~EX~~

~~Area~~

PROBLEM #7

THERE NEEDS TO BE SOMEONE IN THE CENTER ON A FULL-TIME BASIS TO COORDINATE ACTIVITIES, MAKE SURE FOOD IS PURCHASED, TRANSPORTATION AND TRIPS ARE ARRANGED, MEDICAL EXAMS ARE IMPLEMENTED, ETC.

Suggestions for OEO proposal

The position of Administrative Assistant to the Community Chairman be established. As the Administrator for the center, this person would be responsible to the community committee to make sure everything would run smoothly in the center. The salary would be in the range of \$75 - \$100. *per week*

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COMMUNITY COMMENTS ON CENTER ADMINISTRATOR

CENTER   GJ  

PROBLEM #7

- (1) Adm Assist. should NOT be a member of local committee. In other words, local committee CAN NOT appoint someone from their <sup>(committee)</sup> group or immediate family to the position.
- (2) Adm. Assist. under control of local committee. His instructions should be in writing ~~and signed by majority~~ or in minutes.

PROBLEM #8

HOW CAN WE MAKE SURE THE CHILDREN RECEIVE GOOD, BALANCED MEALS  
IN THE CENTER?

Suggestion:

There should be a person on the Area Staff who knows about health and proper diet. In addition, there should be one full-time head cook in each center who would plan meals with the Area Staff dietician, and purchase the food, and be in charge of the preparation of the meals for the children. The salary for the head cook would be \$50 - \$60 per week.

-----  
COMMUNITY COMMENTS ON BETTER MEALS

CENTER         *GT*        

PROBLEM #8

*Ague*



PROBLEM #9

OEO HAS CERTAIN MINIMUM STANDARDS FOR HEAD-START CENTERS: THERE MUST BE SUFFICIENT SPACE IN THE CENTER, A CHILD DEVELOPMENT PROGRAM, ETC. WHO SHOULD BE RESPONSIBLE TO SEE THAT THE CENTERS MEET THESE MINIMUM STANDARDS?

Suggestion for OEO Proposal:

The community committee should be informed of these minimum standards and should be responsible for making sure their center meets them. However, if the center does not meet these standards, the Area Council or the Board of Directors will have to take action.

-----  
COMMUNITY COMMENTS ON PROGRAM

CENTER 6J

PROBLEM #9

Please, please enforce these minimum requirements. Presently we have more children than any sensible person should permit

THE FEDERAL GOVERNMENT REQUIRES THAT ALL PEOPLE BE CONSIDERED FOR EMPLOYMENT WITHOUT REGARD TO RACE, RELIGION, CREED, OR PLACE OF NATIONAL ORIGIN. OEO ALSO ASKS IF THERE IS ANY REASON WHY ANY HEAD-START CENTER WILL NOT BE INTEGRATED.

HOW WOULD YOUR COMMUNITY ANSWER THIS QUESTION?

For

Against

We should make every effort to integrate our centers. We are working for an integrated society. Having white children and white staff in the centers helps the children overcome their fears of whites and makes them able to grow up facing up to a white society.

We are working for an integrated society. We are working to improve ourselves and our position. Our first responsibility is to our own community and to our own children. Whites who want to participate in our program should be treated fairly without discrimination; however, no special effort to bring whites into the program should be made.

-----  
COMMUNITY COMMENTS ON INTEGRATION

CENTER   GJ

PROBLEM #11

Suggestion for OEO Proposal:

The salaries for the staff in the centers would remain in the same range, but the requirement of each position and the rate of pay would be written out more clearly.

Payments for rent and transportation would also remain about the same, but with clearer guidelines about the rates which could be paid in each case.

All of these things would be worked out in detail with each Area Council

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COMMUNITY COMMENTS

CENTER         GJ        

PROBLEM #11

*Agreed*

## APPENDIX X

### PROPOSAL FOR CENTRAL STAFF EDITORIAL BOARD

This memorandum presents a proposal for expansion of the Instructional Materials Department, Child Development Group of Mississippi, to allow for the establishment of an Editorial Training Board which would provide basic research materials and in-service training for all CDGM departments. The overall purpose of this board would be to furnish guidelines and editorial assistance for writing materials at a reading level that would permit wider circulation among CDGM personnel as well as interested community people outside CDGM. The results of the research and basic field work conducted by this board would also be made available to all projects within the state. In addition, it would be hoped that by building an overall staff capability in writing for the rural community, newsletters and other publications could be developed specifically for the purpose of reaching people outside CDGM staff. An additional staff of four would be needed to fulfill these functions.

## Problem

Of the publications currently produced and distributed by CDGM central staff (ie: newsletters, training materials, memos, OEO information) few have been written at a reading level comparable to the reading ability of most rural adult Mississippians. Within the structure of CDGM, this discrepancy between the readability of printed materials and the actual reading ability of local staff personnel has forced a dependence upon oral presentation as the primary means for transfer of information to the local level. Teacher training materials, for example, are currently designed to be read to local teachers and teacher trainees. Under this system, local personnel are frequently asked to remember large sets of oral directions and as a logical result, some of these directions are forgotten before they can be incorporated into procedures for operating the local centers.

Perhaps more important, this inability to create written materials capable of being read at the local level has contributed to a lack of knowledge within the communities about the aims and goals of CDGM and of other OEO projects within the state. At present, community people can learn of these goals only through direct personal contacts; and CDGM has not yet succeeded in reaching large numbers of people who may not have been contacted about the project or, if contacted, were not sufficiently interested to join in community meetings. Special publications, designed specifically for the local community and written at a level of readability that will reach most of the members of the community, are required.

## Proposal

The proposed editorial training board would establish guidelines for writing materials wherever wider circulation among local CDGM personnel, as well as interested community people outside CDGM, is intended or desired. A full-time staff of three would be needed to provide these services. Two of this staff would conduct initial research in the field, on-going training in local areas, and follow-up studies of the materials generated by the department. The third person would serve as full-time writer and editor. Additional office space and some special equipment (ie: a tape recorder and a typewriter with outsized type face) would be required. The board would receive initial training and overall supervision through the Department of Instructional Materials. In addition, an executive secretary would be needed to serve the board as well as the overall needs of the Department.

The following objectives would comprise the basic activities of the Editorial Training Board:

(1) Revision of Materials Already Being Used by CDGM: The most important of these revisions would concern the teacher training notebook developed by the Program Department. At present this notebook, which contains suggestions for recreational and educational activities in the local centers, is distributed among the resource teachers to be introduced to the local centers. The attempt would be made to translate these materials to a lower readability level so they could be sent directly to the local teachers. In addition, specific exercises for upgrading reading skills among these teachers would be added to the revised copy. Thus, these revised materials would be designed to teach better reading at the same time as they would introduce new teaching techniques to the local teacher and teacher trainees. It is expected that a complete set of set-instructional teacher training materials could be developed within this grant period which would be suitable for use in other Head Start Projects as well.

In addition, memos and pamphlets already distributed by various CDGM departments would be rewritten and re-distributed directly to local personnel. The selection of these existing materials would depend on their importance and frequency of use in local areas. Office memos concerning working hours and departmental procedures, community memos explaining participation in Head Start, and OEO publications explaining the aims and goals of the poverty program would certainly be included.

(2) On-going Revision of Materials as Requested by Central Office Departments: All departments within CDGM would be informed of the capability of the training board to re-write materials at a tested level of readability for local communities. Each department could request revision of materials for local use by submitting rough drafts of the materials to the board. The board would then re-write and return the copy to the department with explanations for changes and recommendations for future communications. In this way, the board would not merely edit, but would also provide some training to all departments for simplifying reading difficulties in all materials.

(3) Creation of New Materials by the Board: Two types of materials would be included. First, the board would make the results of its research available throughout CDGM and to all other projects within the state. The specific products of the research would include:

- (1) a revised basic vocabulary list
- (2) an analysis of standard sentence structures
- (3) an analysis of basic format requirements

Second, the board would initiate cooperation with other departments to establish a newsletter designed specifically for community use. All departments would be asked to submit newsworthy items to the board for inclusion in this publication.

### Procedures

Developmental: There are only three criteria for measuring readability: vocabulary, sentence structure, and format. Of these, existing guidelines are useful only in setting standards for the creation of format. The standard vocabulary lists, as well as the guides for limiting sentence structures, were originally designed for children and do not relate to the regional speech patterns of Mississippians. An initial period for field research (about two and a half weeks) would be needed to revise these formulas.

As a first step in this research, the field staff would conduct informal test sessions among the local teacher and community people to determine existing reading ability and to specify areas where the need for revised materials is greatest. Some standard tests might be used such as the Gates Reading Survey, the Gilmore Oral Reading Test, and the Langmuir Oral Directions Test, although greater reliance would be placed on informal test questions developed by the department.

Following this initial sample of existing reading skills in the community, the field workers would initiate research to determine basic vocabulary and sentence structure requirements. This research would be conducted with reference to the standard word lists (Lorge-Thorndike, Dolch) and readability formulas (Spache, Dale-Chall) through informal conferences. Each conference would be taped, and frequent departures from the standard lists would be individually noted.



Individual vocabulary items would be divided into two categories of structural and non-structural words. The structural vocabulary would be made up of words common to all sentences regardless of subject (i.e: articles, prepositions, conjunctions, state-of-being verbs, and auxiliary verbs). These words, about 200 in all, would be measured for frequency and position within sentences spoken by members of the community, and the standard list would be modified according to popular usage. The non-structural words (nouns, action verbs, and modifiers) refer to specific subjects and can be either included or excluded from a basic word list depending on the type of information that needs to be communicated. Initially, these words would be selected through analysis of the specific tasks required within CDGM, as well as through informal testing administered orally among appropriate community personnel. Thus, the local teacher would require one kind of list (words like chalk, blackboard, lesson etc.) whereas the area administrators would require a vocabulary dealing more directly with business and administration. As the board gains experience and feedback from the community, the most essential non-structural words from these various lists would be incorporated into a single list designed for reaching community people outside CDGM.

For limiting sentence structures, categories already established by Charters<sup>1</sup> and O'Rourke<sup>2</sup> for the classification of non-standard usage, syntax, and grammar would be employed. These categories are as follows.

- items involving the use of verbs
- items involving the use of pronouns
- items involving omission or repetition
- items involving the use of prepositions and conjunctions
- items involving the use of modifiers
- items involving the use of nouns

Wherever non-standard items are found to be widely used at the community level they would be incorporated into the revised readability formula.

1. W. N. Charters, "Minimum Essentials in Elementary Language and Grammar." 10th Yearbook of the National Society for the Study of Education. (Chicago: NSSE 1917).

2. L. J. O'Rourke. Rebuilding the English Curriculum (Washington: The Psychological Institute, 1934).

Operational: The actual translation of materials to a lower level or readability would begin immediately following the developmental phase. Since the two-and-a-half week period proposed is not intended to produce exhaustive research, continual updating of materials will be required during this operations phase. To meet this need, the field staff would be assigned to a split schedule: during part of the week they would be assigned to central office to write and produce materials, at other times they would return to the field to conduct followup studies of the materials translated by the department. In this way, the overall guidelines for readability would be continually revised and improved.

For the first few weeks of operation, translation of materials would be restricted to communications dealing with occupational goals within the structure of CDGM. This would include the teacher training materials, and all communications to local and area staff. Such a limitation would allow the board to field test its various vocabulary lists before attempting to produce a more generalized list for community people outside CDGM. It is expected that the board would function in all areas, including the production of a community newsletter, approximately four to six weeks after the initiation of the project.

A G R E E M E N T

1. Mary Holmes Junior College, owned and operated by the Board of National Missions of the United Presbyterian Church in the USA, shall be the grantee of OEO Headstart Grant No. \_\_\_\_\_, with ultimate accountability to the Office of Economic Opportunity (hereinafter OEO) for administration of Headstart Grant No. \_\_\_\_\_ in the amount of \$ \_\_\_\_\_. Mary Holmes Junior College hereby delegates to the Child Development Group of Mississippi (hereinafter CDGM) responsibility for operating a pre-school Headstart program in accordance with the OEO Guidelines and existing state and federal regulations pertaining to the operation of the program, the activities to be carried out by the CDGM in accordance with the application submitted by Mary Holmes Junior College to the OEO on \_\_\_\_\_, 196\_\_ and approved \_\_\_\_\_, 196\_\_\_\_\_.

2. The CDGM shall be responsible for the maintenance of records and accounts, including property, personnel and financial records, pursuant to and in accordance with an accounting system agreeable to Mary Holmes

Junior College, the CDGM and the OEO. This accounting system must be designed to assure proper accounting of all project funds, both federal and non-federal shares. Copies of all audits of the CDGM's records and accounts shall be submitted to Mary Holmes Junior College. The accounting system established by the Certified Public Accountants agreed upon by Mary Holmes Junior College, the CDGM and the OEO shall be attached hereto and made a part of this Agreement.

3. The CDGM shall obtain a bond to indemnify Mary Holmes Junior College for any misuse of funds resulting from dishonesty of persons employed under OEO Grant No. \_\_\_\_\_. Mary Holmes Junior College shall provide the CDGM with names of all persons employed by them who have fiscal responsibilities. A copy of the bond shall be given to Mary Holmes Junior College.

4. If a dispute arises under the uniform accounting system agreed upon by all parties, payment of the disputed item shall be disallowed and the dispute shall be referred to the Director of the CDGM or his agent, the President of Mary Holmes Junior College or his agent,

and Robert Barrie, Executive Secretary, General Department of Health, Education and Welfare of the Board of National Missions of the United Presbyterian Church in the USA, for resolution. If the Director of the CDGM or his agent and the President of Mary Holmes Junior College or his agent and Robert Barrie, Executive Secretary, General Department of Health, Education and Welfare of the Board of National Missions of the United Presbyterian Church in the USA, are unable to resolve the dispute, it shall be referred to the OEO with the recommendations of the Director of the CDGM, the President of Mary Holmes Junior College and Robert Barrie. Payment of the disputed item shall thereafter be made only on the written authorization of the OEO.

5. Mary Holmes Junior College shall provide the CDGM Board of Directors with copies of all audits and other financial reports submitted to Mary Holmes Junior College, their agents or representatives, including periodic audit reports of all expenditures made by Mary Holmes Junior College from grant funds, pursuant to OEO Headstart Grant No. \_\_\_\_\_.

6. All program records maintained by CDGM and

Mary Holmes Junior College shall be available to either party upon request.

7. The CDGM and Mary Holmes Junior College shall be bound by this Agreement throughout the operation of OEO Grant No. \_\_\_\_\_.

This \_\_\_\_\_ day of \_\_\_\_\_, 196\_\_.