FEDERAL AID TO EDUCATION TO THE
JOHNSTON COMMUNITY SCHOOL
JOHNSTON, IOWA FOR
1966 - 1967

by

Oburn Earl Herrick

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FEDERAL AID TO EDUCATION TO THE
JOHNSTON COMMUNITY SCHOOL,
JOHNSTON, IOWA FOR
1966 - 1967

A Field Report
Presented to
The Graduate Division
Drake University

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

by
Oburn Earl Herrick
August, 1966
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CHAPTER I

INTRODUCTION

I. PURPOSE OF THE STUDY

The Johnston Community School District, lying adjacent to the Des Moines School District on the northwest, encompasses approximately twenty square miles of predominantly urban land. A school population, as of May 1, 1966, of 1003 students from the Johnston area, including high school tuition students from the Grimes Independent School District and Jefferson and Webster Townships, is served by a teaching staff of fifty-four teachers in two main instructional centers - a nineteen classroom elementary building erected in 1958 and a ten classroom combined junior and senior high school erected in 1914 with an additional ten classrooms, lunchroom, and gymnasium added in 1950. A vocational annex, built in 1955 adjoining the junior-senior high school building, provides classroom facilities for home economics, industrial arts, and science.

The Johnston administration and school board strive to provide the best possible school facilities to the students of the district by adding needed classroom space or remodeling outdated facilities, by providing an experienced teaching staff, and by periodic study and revision of the curriculum.
It has been necessary, in order to accomplish their goals, for the Johnston administration to draw on sources of income outside of their particular locality - namely, the use of federal funds.

Statement of the problem. The purpose of this study was:

1. to analyze federal aid to education to the Johnston Community School District, Johnston, Iowa for the 1965-66 school year, and
2. to plan programs for the further use of federal funds in the 1966-67 school year.

II. DEFINITION OF TERMS

In order that the reader may have a clear understanding of the language used in this study, the following terms have been defined:

**Educationally deprived children.** Educationally deprived children are those children whose achievement and performance are below what is expected of children their age and grade level. This is also to include those handicapped physically, mentally, or emotionally.

**Local initiative.** Local initiative is the ability of local educational agencies to develop programs to meet the needs of the educationally deprived students in their areas.
**Economic deprivation.** Economic deprivation is the lack of family finances which prevents children from taking full advantage of the educational facilities which are provided.

**Supplementary education centers.** Supplementary education centers are those institutions or services which are available outside the school itself to enrich its educational program.

**Disadvantaged youth.** Disadvantaged youth are those students who are culturally, economically, socially, or educationally handicapped.

**Impacted or federally affected areas.** Impacted or federally affected areas are those areas within a school district where pupils reside on federal property and whose parent or parents are employed on federal property or in a company doing special government work.

**III. PROCEDURE**

A study of the literature pertaining to federal aid to education was made to secure a factual and working knowledge of it.

An examination of Johnston school records was made to determine what federal aid had been received and the manner in which these funds were used.
An investigation was made into programs being recommended by the superintendent, principal, and guidance counselor concerning the use of additional federal funds for the 1966-67 school year.

The data of this study were then summarized and conclusions were drawn concerning the relationship of the federal aid to education program to the Johnston Community School, Johnston, Iowa. Recommendations for further use of federal funds were made.

IV. REVIEW OF LITERATURE

In reviewing the literature pertaining to federal aid to education, the historical development of federal participation in education to public schools from the Smith-Hughes Act of 1917 to the Elementary and Secondary Education Act of 1965 was reviewed.

1917 - Smith-Hughes Act. The Smith-Hughes Act, providing aid in the areas of vocational education in agriculture, in trades and industrial education, and in home economics, was the first federal act which gave direct aid to schools below the college level.¹ Funds were provided on a matching basis.

1936 - National Youth Administration. The National Youth Administration, organized under the New Deal program, encouraged schools to employ student workers so that these students could remain in school and earn money.¹

1937 - George-Dean Act. The George-Dean Act provided additional money in all of the areas included in the Smith-Hughes Act and provided funds for distributive (work experience) occupations.²

1939 - Lanham Act. The Lanham Act provided operating funds for schools in areas affected by the national defense effort.³

1945 - George-Barden Act. The George-Barden Act increased the aid provided under the Smith-Hughes and George-Dean Acts for vocational education and added training for practical nursing education.⁴ Funds were provided on a matching basis.

¹Harry Zeitlin, "Efforts to Achieve Federal Aid to Education," Teachers College Record, LXI (January, 1960), 195.

²Good, loc. cit.


1946 - National School Lunch Act. The National School Lunch Act provided funds for school lunches and encouraged the domestic consumption of agricultural commodities and other foods.¹

1950 - Aid to Impacted Areas (School Assistance to Federally Affected Areas Act). The Aid to Impacted Areas or School Assistance to Federally Affected Areas Act, was designed to aid school districts containing a concentration of pupils who reside on federal property and whose parents are employed on federal property or by a firm doing government work. The number of eligible districts varied from year to year due to transfers of federal employees, discontinued use of military areas, and the birth rate.

For a district to be eligible, at least three per cent, or not fewer than ten pupils in a school district, had to be involved in federally impacted areas. Two surveys were taken each year by school officials for the purpose of acquiring the necessary statistics upon which to base their application for federal assistance. The federal property involved was to be partly or wholly within the state where the school district was located, or within a reasonable commuting distance.

Funds for constructing additional school facilities were obtained, if the district could show evidence that the pupils from the federally impacted area were creating need for additional space. The amount available for construction was based on per pupil costs of construction, determined by the United States Office of Education in annual surveys of school construction costs, and the degree of impact created by the additional pupils from the federal area.

In applying for a construction grant, the local school district presented (1) a projection of increased average daily membership, (2) a full description of existing facilities and a financial report, and (3) a full description of the proposed construction, with estimated costs.¹

Title III. Curriculum Improvement. Title III encouraged local school districts to make a study of their existing curricula and to improve the quality of instruction in the fields of science, mathematics, and modern foreign languages. New coverage in the 1964 amendment to the act further included the subject areas of history, civics, geography, English, and reading.

This improvement could include the acquisition of equipment and materials and minor remodeling of facilities needed for the effective use of the new equipment.

Title V. Guidance and Counseling. In 1958, there was only one full-time counselor for every 960 students in the nation. In 1965, there were nearly 30,000 full-time guidance counselors, almost three times the number in 1958. This was due largely to National Defense Education Act assistance in guidance, testing, and counseling. The availability of federal funds was an incentive for schools to (1) begin guidance programs, (2) improve the quality of existing programs, and (3) provide more qualified counselors to perform these services.

Funds were allotted to schools in proportion to the qualifications of the counselor and the amount of time devoted to guidance work.

1962 - Manpower Development and Training Act. The Manpower Development and Training Act provided financial aid in training youths sixteen years of age or older, including dropouts. Programs initiated under this act were to result in reasonable expectation of employment, either locally or within the same state.¹

1963 - Vocational Education Act. The Vocational Education Act increased authorizations for grants under the vocational education categories established by the Smith-Hughes and George-Barden acts by providing: (1) public high school vocational education programs, (2) full-time programs for high school graduates and drop-outs, and (3) special programs for handicapped persons.

Programs for youth from economically depressed communities and those who had academic and other handicaps which prevented them from participating in regular vocational programs were given special attention.

Each state would develop a plan to be submitted to the Commissioner of Education showing the intended use of the funds and how those funds would be allotted to the school districts. There would be periodic evaluations of the programs to assure the proper correlation

with current and projected manpower needs and job opportunities.\(^1\)

**1964 - Civil Rights Act.** Title IV of the Civil Rights Act provided assistance to school districts involved in desegregating school facilities. Title VI made provisions for withholding payments from any organization practicing discrimination. As of June, 1965, most of the assistance had been that of providing teacher training institutes in dealing with segregation problems.\(^2\)

**1964 - Economic Opportunity Act.** The Economic Opportunity Act was the first major attempt at the local level to combat poverty because many felt that "Poverty perpetuates inadequate education which in turn perpetuates poverty."\(^3\)

This attack on poverty was planned in several different areas: (1) operation head start programs, (2) youth programs, and (3) community action programs.

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\(^1\)Ibid., p. 22.

\(^2\)Ibid., p. 28.

\(^3\)Morton R. Engelberg, "What Are We Doing About It? Special Progress Report - War on Poverty." *Education Age*, II (September-October, 1965), 8.
Operation Head Start. Preschool children from economically disadvantaged families often lagged behind other children upon entering school because they had not been exposed to similar experiences. Through a program of field trips, toys, books, films, music, and the opportunity to develop socially through an association with children who were not economically handicapped, these children would have a greater chance of functioning more normally in the classroom when they entered school.

Operation Head Start also provided physical and dental examinations, chest x-rays, and visual and audio tests to detect any unnoticed problems which might further handicap the child.

In addition to public school supervision of this program, community groups might sponsor the program and use school facilities.

Youth programs. Two programs planned to aid youth under the Economic Opportunity Act were: (1) the Neighborhood Youth Corps, which was designed to benefit youth who were economically deprived by providing training on the job, enabling students to earn money while learning a job and remaining in school, and (2) the Job Corps, created to benefit the high school drop-out who was disadvantaged by unemployment.
Community action. No definite program was proposed for community action. The only stipulation was that any proposed project must utilize the resources of the entire community toward combating poverty.

1965 - The Elementary and Secondary Education Act. The Elementary and Secondary Education Act, the first act providing funds for elementary schools, was primarily devoted to strengthening elementary and secondary school programs for educationally deprived children in low-income areas. The ultimate goal of the program was the equalization of opportunity between the educationally deprived and the more fortunate child. Many benefits, however, could apply directly to the education of all children through improved textbook and library resources, supplemental services, and new techniques and knowledge resulting from the research activities of the program.

Five of the major provisions or titles of this act applied directly to the elementary and secondary schools.

Title I. Low-income families. Title I helped strengthen public school programs where there were concentrations of educationally deprived children. These low-income families were designated by the census bureau as families with an annual income below $2,000. This was to include those families whose income exceeded $2,000 due to
Aid to Dependent Children payments. ¹

For a district to be eligible to receive these funds, the total number of school-age children from low-income families in the school district had to be at least three per cent of the district's school age population and no fewer than ten children. Local initiative had to be employed to prove the eligibility of the district in question for these funds, determine the amount to which they were entitled, and propose programs to meet the needs of the educationally deprived students in the area. The proposed programs might provide qualified teachers for specialized services, additional instructional material, preschool training programs, Saturday or evening enrichment programs or supplemental health and food services. All of the equipment necessary to carry out these programs could be obtained with these funds provided that the programs were all focused on aiding the educationally deprived students.

According to reports, some ninety per cent of the school districts in the country should qualify under Title I. ² No payments of federal funds would be made to any nonpublic school. Therefore,


²Ibid.
educationally deprived private or parochial school children would receive benefits through the public school in pre-school, after school and summer school programs and through special remedial and welfare services. The local public school administrators would work cooperatively with the entire community to help overcome educational deprivation.

**Title II. Library Resources.** Title II authorized funds to provide additional school library resources. Each state would submit to the United States Office of Education a plan detailing the probable use of the funds they were to receive. Allotments would be based on the population and the number of school-age children in the state. The state department of education would then determine the areas with the greatest need of additional library facilities. Funds would be used to acquire textbooks, reference volumes, documents, or audio-visual materials. Unlike Title I, Title II would allow both public and private schools to obtain materials independently.

**Title III. Supplementary Education Centers.** Local school districts would cooperate with other cultural and educational leaders in their area to plan and operate supplementary educational centers. These centers might include guidance and counseling services, remedial instruction, social work services, dual enrollment and shared services, educational radio and television, access to technical
institutes, art galleries, museums, and special activities including mobile services for rural areas.

Funds would be granted by the state department of education according to the need in different geographical areas and the ability of the localities to provide the proposed services.
Participation of the Johnston Community School District in federal aid programs in the past was limited. Programs in which the district had participated, and in some instances continued to participate included: (1) the National School Lunch Program, (2) a building program, under the School Assistance in Federally Affected Areas Act, and (3) building remodeling, classroom supplies, and the formation of a guidance program under the National Defense Education Act.

**National school lunch program.** In 1935, the Federal Surplus Commodities Corporation purchased and began distributing surplus foods to nonprofit school lunch programs. A dual purpose was served by providing nutritious lunches for school children as well as utilizing surplus food. The school lunch program was expanded by the government in 1940 to include low-cost milk.

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In 1957, the school population at Johnston Community School had increased to nearly 1,300 students, due partly to the addition of 500 students from the Debra Heights and Monterey Park areas just north of the Des Moines city limits. In 1963, the Debra Heights and Monterey Park areas were annexed by the city of Des Moines, thereby transferring the students living within these areas to Des Moines schools.

The school population at Johnston did not drop appreciably with these transfers, due to the addition of high school tuition students from the Grimes Independent School District, which was not operating a high school.

The hot lunch program at the Johnston Community School began in approximately 1938 with volunteer help by mothers.

In 1946, the National School Lunch Act provided funds to local school districts for school lunches. Federal funds received by Johnston Community School each year for the hot lunch program were determined by reimbursing four cents a bottle on each bottle of milk sold for lunches. Surplus commodities were also received periodically throughout each school year. Approximately every six weeks during the school year, Johnston received correspondence from The Iowa State Department of Public Instruction, listing the types and amounts of commodities to which the school was entitled. The amount of commodities available to the school was determined by the number of lunches served each month which
was recorded on monthly reports furnished by the school. Upon receipt of these commodity cards, school lunch officials marked the commodities and quantities needed or approved the entire list before returning it to the Iowa State Department of Public Instruction.

During the 1965-66 school year, students were served from a main kitchen in the high school building and an auxiliary kitchen in the elementary building. Four full-time cooks and one part-time server were employed and twelve-to-fifteen students served daily as voluntary kitchen aides.

Building program. Under the School Assistance in Federally Affected (or Impacted) Areas Act, enacted in 1950, any school district containing pupils residing on federal property with parents employed on federal property or by firms doing federal work, were eligible for funds to aid in educating the additional students. The total number of pupils had to represent at least three per cent of the average daily membership of the school.

During the 1963-64 school year, sixty-nine students attending Johnston Community School either lived at Camp Dodge, an army base two miles north of the Johnston Community School, or their parents were employed by one of several large companies in the Des Moines area that were engaged in government defense work, such as Solar Aircraft, Firestone Tire and Rubber Company, and the John Deere Des Moines Works.
In order to relieve crowded facilities, Johnston Community School applied in November, 1964, for a construction grant, giving full description of existing facilities and information regarding the sixty-nine students involved in federally impacted areas. Blueprints and a full description of the proposed construction were submitted to the School Assistance in Federally Affected (or Impacted) Areas Act office in Washington, D. C., following state approval. Total cost of the construction was $54,900, of which 63.6%-or $35,000-was reimbursed to the school through federal funds.

The building constructed was a vocational annex, built adjacent to the high school building on the northwest, to accommodate students in home economics, industrial arts and science, plus rest room facilities and storage space. The vocational building was first used during the 1955-56 school year.

**National Defense Education Act Programs.** (Equipment and supply grants.) Since the enactment in 1958 of the National Defense Education Act, Johnston Community School has received annual equipment and supply grants. The type of materials obtained varied from year to year depending upon the needs of the receiving departments. Early grants, for the years 1959-62, were aimed primarily toward materials for the newly developed guidance program and the science and mathematics departments.
Those teachers regarded as department heads at Johnston Community School, presented a list each year to the school librarian containing books and materials requested from National Defense Education Act. These lists were then compiled and sent to National Defense Education Act officials in Washington, D. C., along with equipment requests from the various departments.

Funds for the 1965-66 school year included: miscellaneous science equipment - microscopes, hot plates, dissection sets, glassware, and an overhead projector, two calculators for the mathematics department, a controlled reader machine and tapes for the English department, supplementary reading materials for the elementary library, and testing materials for the guidance department. The total expenditure was approximately $5,500, with National Defense Education Act funds reimbursing half of that amount, or $2,750.

In addition, occupational inventory kits were obtained during the 1964-65 and 1965-66 school years through the guidance and counselling assistance phase of Title V to supplement teaching materials in a secondary vocational careers class.

(Remodeling program.) An allotment was received during the summer of 1965 to aid in remodeling a science laboratory. Plans were submitted by the Johnston Community School superintendent containing complete blueprints and description of the laboratory to be remodeled
and a list of necessary equipment. The total remodeling cost of the project was $6,000, of which $3,000 was reimbursed to the school through the federal allotment. This allotment covered costs of plumbing and electrical work, plus tables, desks, sinks, and cabinets for the laboratory.

(Guidance program.) When the guidance program was initiated at Johnston Community School in 1960, National Defense Education Act funds provided one-half of the first year's salary for the guidance counsellor, plus $928.18 for equipment and materials for the guidance office.

II. PROPOSED PROGRAMS FOR 1966-67

INTRODUCTION

The superintendent, principal and guidance counselor of Johnston Community School were interviewed regarding proposed programs for 1966-67. Only one new program was proposed under which the Johnston Community School would directly receive federal funds. That program was a remedial reading and mathematics program to be offered during the summer of 1966, utilizing Johnston Community School District's 1965-66 allotment under Title I of the Elementary and Secondary Education Act. Two additional programs involving Johnston
Community School District, students are being administered by the Polk County Board of Education - namely, the Neighborhood Youth Corps and a Library Resources program.

**Remedial Reading and Mathematics program.** According to figures from the 1960 Iowa census regarding the number of people in the Johnston Community School District and their relative income, the federal government allotted Johnston $3,200 for the 1965-66 school year to aid fourteen disadvantaged children as provided under Title I of the Elementary and Secondary Education Act. The program was a remedial one in reading and mathematics. In compliance with Title I, this program was in addition to already existing summer remedial programs in the Johnston Community School District's elementary school. Therefore, the group of students selected to receive this remedial work was comprised of fourteen seventh graders who were considered retarded in terms of grade placement. All of these students had at least a two-year deficit in reading and mathematics skills, according to their Basic Skills tests. And all fourteen were in the ninety to 112 Intelligence Quotient range with sufficient intelligence to profit from a remedial program.

The program was designed as a six-week summer course, beginning June 6, 1966. Two instructors, a remedial reading instructor and a remedial mathematics instructor, were employed for a seven-week
period, allowing time before classes for extra planning and time after classes for follow-up work. Students were grouped into two sections of seven students each and were scheduled to meet five days a week in morning meetings for two and one-half hours each day. One group would meet for one hour and fifteen minutes in the remedial reading class whereas the other group met in the remedial mathematics class. These classes would be followed by a brief rest period after which the classes would exchange rooms for the following hour and fifteen minute period.

The two teachers employed for the program were instructed to acquaint themselves with the records of the participating students to determine the necessary scope of the program. They were then to recommend materials and supplies necessary to the development of the program. Following completion of the courses, the teachers were to make a complete evaluation and provide a time for parent visitations and conferences.

Table I contains the budget for the summer remedial reading and mathematics program, showing the intended usage of the funds.

Plans for the Title I project for the 1966-67 school year had not been formulated as of May 1, 1966, due to the undetermined increase in allotment which will be available to Johnston Community School District after July 1, 1966, when the Jefferson Township area is officially added to the Johnston District.
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<th>TABLE I</th>
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<tr>
<td>TITLE I PROJECT BUDGET</td>
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<tr>
<td>SUMMER REMEDIAL READING AND MATHEMATICS</td>
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<td>JOHNSTON COMMUNITY SCHOOL DISTRICT</td>
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<table>
<thead>
<tr>
<th>200 Instruction</th>
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<tr>
<td>Salaries:</td>
<td>$1580</td>
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<tr>
<td>Remedial Reading Teacher</td>
<td>$700</td>
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<td>Remedial Arithmetic Teacher</td>
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<td>Clerical</td>
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<table>
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<th>600 Operation of Plant</th>
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<td>Salaries</td>
<td>$300</td>
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<td>Utilities, supplies and maintenance</td>
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<table>
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<th>800 Fixed Charges</th>
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<td>Social Security and IPERS</td>
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<table>
<thead>
<tr>
<th>7000 Initial or Additional Equipment</th>
<th>$839.25</th>
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<tr>
<td>SRA Reading Kit</td>
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<td>1 controlled reader</td>
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<td>Reading Comprehension Filmstrip set</td>
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<tr>
<td>Reading Story Filmstrip set</td>
<td>$55.00</td>
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<td>1 Math Builder</td>
<td>$275.00</td>
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<td>Geometric figures and solids set</td>
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<tr>
<td>Z9164 Measuring disc for Pi</td>
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<tr>
<td>Teacher boards set</td>
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<td>Circumference device</td>
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Total Salaries $1580

Grand Total for Budget $3199.10
Federal Allotment $3200.00

Total Other Expenses $1619.10

Other:
- Flannel board aids $11.85
- Transparencies $43.35
- Instructional tools $60.40
- Ditto work books $29.25
- Evaluation materials $20.00
III. SUMMARY

Johnston Community School District did not participate in the federal aid programs which were passed before 1946 such as the Smith-Hughes Act, the National Youth Administration, the George-Dean Act, the Lanham Act, or the George-Barden Act. Many of these bills were matching funds acts or were later superseded by other bills which were partially accepted by the Johnston Community School District.

Following 1946, Johnston Community School District participated in the National School Lunches Act, the Aid to Impacted Areas Act, the National Defense Education Act, and the Elementary and Secondary Education Act.

The following bills were passed after 1946, but Johnston Community School District did not participate in them: the Manpower Development and Training Act of 1962, the Vocational Education Act of 1963, the Civil Rights Act of 1964, and the Economic Opportunity Act of 1964.
CHAPTER III

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

I. STATEMENT OF THE PROBLEM

The purpose of this study was to: (1) analyze federal aid to education to the Johnston Community School District, Johnston, Iowa, for the 1965-66 school year, and to (2) plan programs for the further use of federal funds in the 1966-67 school year.

II. SUMMARY

Following the review of the available literature describing and explaining the federal acts under consideration, a study was made of the past and present use of all types of federal funds by the Johnston Community School.

Johnston Community School District did not participate in the federal aid programs which were passed before 1946 such as the Smith-Hughes Act, the National Youth Administration, the George-Dean Act, the Lanham Act, or the George-Barden Act. Many of these bills were matching funds acts or were superseded by other bills which were partially accepted by the Johnston Community School District.

Following 1946, Johnston Community School District participated in the following programs: (1) a school hot lunch and milk program
under the National School Lunches Act of 1946, (2) building of a science and vocational annex in 1955 with funds from the School Assistance in Federally Affected Areas Act of 1950, and (3) laboratory remodeling and equipping, yearly grants for supplies in the areas of science, mathematics, English, reading, and guidance, and aid in establishing and equipping a guidance program - all under the National Defense Education Act of 1958.

The following bills were passed after 1946, but Johnston Community School District did not participate in them: the Manpower Development and Training Act of 1962, the Vocational Education Act of 1963, the Civil Rights Act of 1964, and the Economic Opportunity Act of 1964.

One program for the summer of 1966 was proposed - a remedial reading and mathematics program with funds from Title I of the Elementary and Secondary Education Act.

III. CONCLUSIONS

The following conclusions, based on the information obtained in this study, appear to be valid.

1. Johnston Community School District has utilized the federal aid funds which they have received.
2. Johnston Community School District has not been receiving all the federal aid for which they could qualify.

3. No definite proposals have been made beyond the summer of 1966 toward enlarging Johnston Community School District's use of federal funds.

IV. RECOMMENDATIONS

As a result of this study, the following recommendations were made:

1. A definite program should be planned to utilize available funds from the Economic Opportunity Act of 1964.

2. Funds available from the Elementary and Secondary Education Act of 1965, should be utilized.

3. Blueprints and a full description of building plans for the elementary school should be submitted to qualify for funds under the School Assistance in Federally Impacted Areas Act of 1950.
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