

THE WOMEN'S EDUCATIONAL EQUITY ACT

HEARINGS BEFORE THE SUBCOMMITTEE ON EQUAL OPPORTUNITIES OF THE COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-THIRD CONGRESS

FIRST SESSION

ON

H.R. 208

A BILL TO AUTHORIZE THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE TO MAKE GRANTS TO CONDUCT SPECIAL EDUCATIONAL PROGRAMS AND ACTIVITIES DESIGNED TO ACHIEVE EDUCATIONAL EQUITY FOR ALL STUDENTS, MEN AND WOMEN, AND FOR OTHER RELATED EDUCATIONAL PURPOSES

PART 1

HEARINGS HELD IN WASHINGTON, D.C.,
JULY 25, 26; SEPTEMBER 12, AND 13, 1973

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CARL D. PERKINS, *Chairman*



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THE WOMEN'S EDUCATIONAL EQUITY ACT

WEDNESDAY, JULY 25, 1973

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EQUAL OPPORTUNITIES
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 2261, Rayburn House Office Building, Hon. Augustus F. Hawkins (chairman of the subcommittee) presiding.

Present: Representatives Hawkins, Mink, and Chisholm.

[H.R. 208, 93d Cong., 1st sess.]

A BILL To authorize the Secretary of Health, Education, and Welfare to make grants to conduct special educational programs and activities designed to achieve educational equity for all students, men and women, and for other related educational purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. This Act may be cited as the "Women's Educational Equity Act of 1973".

SEC. 2. (a) The Congress hereby finds and declares that present educational programs in the United States are inequitable as they relate to women of all cultural and ethnic groups and limit their full participation in American society.

(b) It is the purpose of this Act, in order to provide educational equity for women in this country, to encourage the development of new and improved curriculums; to demonstrate the use of such curriculums in model educational programs and to evaluate the effectiveness thereof; to provide support for the initiation and maintenance of programs concerning women at all levels of education (preschool through adult education); to disseminate instructional materials and other information for use in educational programs throughout the Nation; to provide training programs for parents, teachers, other educational personnel, youth and guidance counselors, community leaders, labor leaders, industrial and business leaders, and government employees at the State, Federal, and local level; to provide for the planning of women's resource centers; to provide improved career, vocational, and physical education programs; to provide for community education programs; to provide programs on the status, roles, and opportunities for women in this society; and to provide for the preparation and dissemination of materials for use in mass media.

(c) Nothing in this Act shall be construed as prohibiting men from participating in any of the activities funded.

SEC. 3. (a) There is hereby established within the Office of Education a Council on Women's Educational Programs (hereinafter referred to as the "Council") consisting of twenty-one members (including not less than twelve women) appointed by the President. The Council shall consist of persons broadly representative of the public and private sectors with due regard to their knowledge and experience relating to the role and status of women in American society, and with due consideration being given to geographical representation. The Director of the Women's Bureau in the Department of Labor, the Chairman of the Citizens' Advisory Council on the Status of Women, and the Director of the Department of Health, Education, and Welfare's Women's Action Program shall serve as ex officio members of the Council. The Council shall be provided with adequate staff and facilities to carry out its duties as prescribed by this Act.

(b) The President shall appoint one member of the Council to serve as its Chairman. The Chairman shall be compensated at a rate not to exceed the maximum rate prescribed for grade GS-17 in section 5332 of title 5, United States Code.

(c) The remaining twenty members of the Council shall serve without compensation, except that they shall be allowed travel and subsistence expenses while actually engaged in the business of the Council as authorized by section 5703 of title 5, United States Code.

(d) The members of the Council shall serve for terms of three years, each, except that the initial appointments shall be made in accordance with procedures designed to allow for the staggering of appointments so that the member or members whose terms expire in any year will be approximately the same as the number of members whose terms expire in any other year.

(e) The Council shall—

(1) advise the Secretary of Health, Education, and Welfare (hereinafter referred to as the "Secretary") concerning the administration of, preparation of, general regulations for, and operations of, programs assisted under this Act;

(2) make recommendations to the Secretary with respect to the allocation of any funds pursuant to this Act, with due respect to the criteria developed to insure an appropriate geographical distribution of approved programs and projects throughout the Nation;

~~(3) develop criteria for the establishment of program priorities;~~

(4) develop programs and procedures for review of projects assisted under this Act annually; and

(5) develop and disseminate an annual independent report of the programs and activities authorized under this Act.

SEC. 4. (a) The Council shall advise, review and make recommendations for the administration of the programs authorized by this Act, and the coordination of activities within the Federal Government which are related to women's educational programs.

(b) The Secretary shall annually present to the Council a design for a program of making grants to, and contracts with, institutions of higher education, State and local educational agencies, regional research organizations, and other public and private nonprofit agencies, organizations, and institutions (including libraries and museums) to support research, demonstration, and pilot projects designed to fulfill the purposes of this Act; and shall carry out a program of grants and contracts for such purposes in accordance with the policies of the Council: except that no grant may be made other than to a nonprofit agency, organization, or institution.

(c) Funds appropriated for grants and contracts under this section shall be available for (but not limited to) such activities as—

(1) the development of curriculums;

(2) dissemination of information to public and private pre-school, elementary, secondary, higher, adult, and community education programs;

(3) the support of women's educational programs at all educational levels;

(4) preservice and inservice training programs;

(5) projects including courses of study, fellowship programs, conferences, institutes, workshops, symposiums, and seminars;

(6) research, development, and dissemination of curriculums, texts and materials, nondiscriminatory tests, and programs for adequate and non-discriminatory vocational education and career counseling for women;

~~(7) development of new and expanded programs of physical education and sports activities for women in all educational institutions;~~

(8) planning and operation of women's resource centers;

(9) community education programs concerning women, including special programs for adults;

(10) preparation and distribution of materials;

(11) program or projects to recruit, train, and organize and employ professional and other persons, and to organize and participate in women's educational programs;

(12) research and evaluation of the effectiveness of such programs;

(13) research and development of programs aimed at increasing the number of women in administrative positions at all levels in institutions of education;

(14) research and development of programs aimed at obtaining and maintaining an adequate distribution of instructors, counselors, and other professionals of both sexes in educational institutions;

(15) training, educational, and employment programs for unemployed and underemployed women; and

(16) research and development of programs aimed at increasing the proportion of women in fields in which they have not traditionally participated.

(d) In addition to the activities specified in this section, such funds may be used for projects designed to demonstrate, test, and evaluate the effectiveness of any such activities, whether or not assisted under this Act.

(e) Financial assistance under this section may be made available only upon application to the Secretary. Any such application shall be submitted at such time, in such form, and containing such information as the Secretary shall prescribe by regulation and shall be approved only if—

(1) provides that the activities and services for which assistance is sought will be administered by, or under the supervision of, the applicant;

(2) describes a program for carrying out one or more of the purposes of this Act which holds promise of making a substantial contribution toward attaining such purposes;

(3) sets forth policies and procedures which assure that Federal funds made available under this Act for any fiscal year will be used so as to supplement and, to the extent practical, increase the level of funds that would, in the absence of such Federal funds, be made available by the applicant for the purposes described in this section, and in no case supplant such funds;

(4) sets forth policies and procedures which insure adequate evaluation of the activities intended to be carried out under the application;

(5) provides for such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the applicant under this Act;

(6) provides for making an annual report, and such other reports, in such form and containing such information, as the Secretary may reasonably require, and for keeping such records and affording such access thereto as the Secretary may find necessary to assure the correctness and verification of such reports; and

(f) For the purposes of this section, the Secretary shall require evidence that an organization or group seeking funds shall have been in existence one year prior to the submission of a proposal for Federal funds and that it shall submit an annual report to the Secretary on Federal funds expended. The Secretary may waive such one-year existence requirement where it is determined that an organization or group existing for less than one year was formed because of policies or practices of a predecessor organization which discriminated by sex, provided that such organization or group meets eligibility standards in other respects.

(g) Amendments of applications shall, except as the Secretary may otherwise provide by or pursuant to regulation, be subject to approval in the same manner as the original applications.

Sec. 5. The Secretary, in cooperation with the heads of other agencies with relevant jurisdiction, shall insofar as practicable, upon request, render technical assistance to local educational agencies, public and private nonprofit organizations, institutions at all levels of education, agencies of State, local, and Federal governments and other agencies deemed by the Secretary to affect the status of women in this society. Such technical assistance shall be designed to enable the recipient agency or institution to carry on education and related programs concerning the status and education and the role of women in American society.

Sec. 6. The Secretary is authorized to make grants to, or enter into contracts with, public or private nonprofit agencies, organizations, and other institutions for planning and carrying out community-oriented education programs or projects on women in American society for the benefit of interested and concerned adults, young persons, ethnic and cultural groups, community and business leaders, and other individuals and groups within a community. Such programs or projects may include, among other things, seminars, workshops, conferences, counseling, and information services to provide advice, information, or assistance to individuals with respect to discrimination practices, and vocational counseling, and will include information centers designed to serve individuals and groups seeking to obtain or disseminate information, advice, or assistance with respect to the purposes and intent of this Act.

Sec. 7. (a) In addition to the grants authorized under section 4, the Secretary from the sums appropriated therefor, shall have the authority to make grants, not to exceed \$15,000 annually per grant, for innovative approach to women's educational programs.

(b) Proposals submitted by organizations and groups under this section shall be limited to the essential information required to evaluate them, unless the organization or group shall volunteer additional information.

SEC. 8. In administering the provisions of this Act, the Secretary is authorized to utilize the services and facilities of any agency of the Federal Government and of any other public or private agency or institution in accordance with appropriate agreements, and to pay for such services either in advance or by way of reimbursement, as may be agreed upon. The Secretary shall publish annually a list and description of projects supported under this Act, and shall distribute such list and description to interested educational institutions, citizens' groups, women's organizations, and other institutions or organizations and individuals involved in the education, status, and role of women.

SEC. 9. Payments under this Act may be made in installments and in advance or by way of reimbursement, with necessary adjustments on account of previously made overpayments or underpayments.

SEC. 10. As used in this Act, the term "State" includes (in addition to the several States of the Union) the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

SEC. 11. There is authorized to be appropriated not to exceed \$15,000,000 for the fiscal year ending June 30, 1975, \$25,000,000 for the fiscal year ending June 30, 1976, and \$40,000,000 for the fiscal year ending June 1977 for carrying out the purposes of this Act.

Mr. HAWKINS. The Subcommittee on Equal Opportunities is called to order.

The hearing this morning is on the Women's Educational Equity Act, H.R. 208. I am very pleased that through these hearings the subcommittee will examine the issues of sex discrimination and sex role stereotypes in education. The tremendous impact of education on children's life chances is clearly established. Through schooling, children learn to perceive their own worth, capabilities, goals, and limitations. But the school can also be an influence in limiting opportunities and restricting individual growth.

I want to commend Representative Patsy Mink, particularly for her leadership and innovation in sponsoring legislation to encourage new approaches in education which will do away with the stricture of old stereotypes.

At this time, to begin what we anticipate will be a series of hearings that will commence here in Washington, but which will take the committee across the country in various places, I would like to have our two distinguished members have some expression at this time. I will call first on Mrs. Patsy Mink, the author of the bill, H.R. 208.

Mrs. MINK. Thank you very much, Mr. Chairman.

I would like to express my personal appreciation to the chairman of the subcommittee, Congressman Hawkins, for making possible the inauguration of these hearings which I believe will have a very profound effect upon not only the course of education in America, but will be the driving force toward the accomplishment of full equal opportunity in this country.

The quest for equal rights for women has, as its ultimate objective, a society in which all individuals are free to develop and participate freely and fully in American life and leadership. But without the practical means to open up opportunities, the equal rights amendments and legislation to prohibit discrimination in employment will remain wholly promises.

The Women's Educational Equity Act will provide such practical direction through teacher training, curriculum development, com-

munity programs, counseling, and other means. It will confront sex bias, in testing, vocational training, and in the hidden curriculum—the rituals and roles of school.

But most important, this legislation seeks to do away with the whole concept of sex role stereotyping in education.

A few days ago, I ran across a Gallup poll in which parents were asked, "If you had a son, would you like to see him go into politics as a life's work?" Son, not daughter, not child, just son. Why in 1973 is it still conceivable for a national organization such as the Gallup poll to contemplate politics in the public concept as something which is still strictly limited to men?

Let me read to you from a children's book, "I'm Glad I Am A Boy, I'm Glad I'm a girl," by Whitney Darrow, Jr. This book was published in 1970, not 1930 or 1920, but in the year 1970. Let me just show you some of the illustrations that I think really go to the heart of what this legislation is attempting to achieve.

Here is a picture in the book, "Boys are doctors, girls are nurses." "Boys are policemen, girls are metermaids." "Boys are pilots, girls are stewardesses." And I am sure my colleague, Mrs. Chisholm, would be interested in this, "Boys are Presidents, girls are First Ladies." "Boys can eat, girls can cook." "Boys invent things, girls use what boys invent."

—Well, that is an illustration of what our problems are in school. I think this book shows very vividly why in 1971, according to the most recent statistics, only 2.8 percent of the lawyers were women and only 7.6 of our doctors were women. It shows why there is still no woman Justice on the Supreme Court and no Member of the U.S. Senate is a woman. Boys are expected to be strong, aggressive, competent, unemotional. Girls are taught to be submissive and dependent.

The hardship which these stereotypes impose on children is permanently damaging and in my view more so on boys. Boys are expected to act out more and are therefore subjected to more discipline in school. They are prodded to succeed, often beyond their interests or capabilities. Few parents have ever apologized for their daughters who did not make the bar examinations, but there are legions of parents who have to apologize for sons who fail to go to law school or medical school.

The school system is but one aspect of society and cannot be held wholly responsible for attitudes toward sex roles which pervade the whole fabric of society. Education is the most organized and systematic agent of socialization. No other activity except sleeping occupies so much of a child's time, 10,000 hours by graduation from high school. School does not have to channel boys and girls into separate activities. There does not have to be a biased and prejudiced curriculum. The roles in school do not have to sharply differentiate between boys and girls.

It is the job of education to prepare children to meet changes in society capably and intelligently and in accordance to their individual needs. Most females in school today are going to work outside of the home a good part of their lives. They don't spend their lives in kitchens. The stereotype of adult women encased in aprons and children is less relevant to the experience of children today.

It is important for children to have models upon which to shape their conceptions. All too often the rigid role stereotypes taught in schools are reinforced by the authority structure of the school itself.

Eighty-five percent of all elementary school teachers are women, while 79 percent of the principals are men.

These hearings will begin the subcommittee's in-depth study of the role of education in sex stereotyping. We plan to examine the impact of counseling and teacher attitudes on channeling boys and girls into traditional work. We will consider the woman who is entering education late in life after her responsibilities as a mother and wife are completed.

We will look into the limited opportunities offered women in vocational training and in advancement in the professions.

This is for me, Mr. Chairman, a most exciting moment in my nearly 10 years of service in the Congress. I am extremely pleased that you have given the women of this country an opportunity to pursue this subject matter through these hearings.

Thank you, Mr. Chairman.

Mr. HAWKINS. Thank you, Mrs. Mink.

Before introducing the next member, may I make this explanation. In light of what Mrs. Mink has said that I want you to realize that in the Congress boys are not always the chairmen and girls the members.

The next person whom I will introduce is our distinguished member from New York and I am quite sure that if the seniority rule did not prevail, she probably would be chairman of the committee, but seniority and not sex in this instance was a controlling factor.

Mrs. Chisholm.

Mrs. CHISHOLM. Thank you very much, Mr. Chairman.

Thank God the day has come when the women of this country really have an opportunity to make public statements about what has been occurring for many, many years behind the scenes with respect to the stereotyping of women in this country.

I think we have to recognize, first of all, that we must give a great deal of attention to the tradition in this country, a tradition whereby women have been given certain prescribed roles from the time they were brought into the world and wrapped in those pink blankets.

Immediately at that particular time, the stereotyping began.

We have to recognize further that there are thousands of women in this country today, particularly in our educational institutions, who have labored in the vineyards for many, many years and have not had an opportunity to move up the ladder. I am particularly interested and concerned because for 7 years of my life in the State of New York, I have been involved in making a study of such universities as Brooklyn College and NYU, in terms of this question of what do we do with women who have exhibited leadership potential and superior intellectual abilities. The study concerned how we treat them in terms of the overall picture of this society and how we can move them up to positions commensurate with their intelligence, experience, and education.

We have to first of all bring out in the open the traditional stereotyping in this society. This is why I think this is a wonderful opportunity to have women come in from all areas and testify publicly so that the American public becomes aware that this is not a situation that is just being grabbed on by a few women libbers.

It is a human situation that has to be dealt with intelligently to meet the circumstances of the day.

Mr. HAWKINS. Thank you, Mrs. Chisholm.

The first witness is Mrs. Arvonne Fraser, president of the Women's Equity Action League, Washington, D.C.

Mrs. Fraser, it is a pleasure to welcome you before the committee. Your very distinguished husband is not a stranger to this committee. He certainly is doing a tremendous job in the Congress, in the House. It is a pleasure certainly to have you as a coworker in that family present your views before this committee this morning.

**STATEMENT OF ARVONNE FRASER, PRESIDENT, WOMEN'S
EQUITY ACTION LEAGUE, WASHINGTON, D.C.**

Mrs. FRASER. Thank you, Mr. Chairman, members of the committee. I am delighted to be here. This is the first time I have testified. I have watched my husband occasionally. So I am honored that I came to testify for such a bill. I come as president of the Women's Equity Action League, a national women's rights organization primarily interested in education, legislation, and the legal and economic rights of women. I have submitted copies of my testimony. I have brought with me the whole "Study of Sex Discrimination."

Mr. HAWKINS. Mrs. Fraser, without objection, the statement that you have presented will be printed in the record in its entirety at this point. I see that you are summarizing and departing from the prepared statement, but the statement itself will appear in the record.

[The statement referred to follows:]

STATEMENT BY ARVONNE FRASER, PRESIDENT, WOMEN'S EQUITY ACTION
LEAGUE (WEAL)

I have come to testify in favor of the Women's Educational Equity Act both as President of WEAL, a national women's rights organization primarily interested in education, legislation and the legal and economic rights of women, and as a mother of six children—four of them daughters. My children attended schools here in Washington, in Minneapolis, and in Montgomery County, Md. I rode a school bus from kindergarten through high school and then went off to the University of Minnesota.

So I come to testify with some personal experience with various kinds of public schools—rural, inner city and suburban—and with a deep commitment to public education and to equal opportunity in education.

Free, public education is one of the underpinnings of American democracy and it is an important factor in our economy.

Our public school system is good but it is not perfect. It needs improvement.

Our educational system has given boys and men first place long enough. Traditionally, we have looked at the education of girls as a kind of life insurance—something they need "just in case"—just in case their husband can't support them, in case they can't find a husband or in case they need to support themselves while looking for a husband.

It is WEAL's position and our goal through this legislation to help educate each and every child—male or female, rich or poor, black or white—to be self-sufficient, self-confident, and capable of self-support.

We want children to be educated as individuals, not as *assigned* members of a group. We believe that it is as bad for any teacher to look at girls as only future wives and mothers as it is for teachers to look at certain kids and decide they are never going to make it so it's not worth wasting much time on them. Both attitudes are wrong and not to be tolerated in our schools.

And although WEAL has been noted primarily for its work in higher education (we are the group that has filed charges of sex-discrimination against over 300 colleges and universities under Executive Order 11246 as amended), we have realized that working at sexism in higher education is late. Discrimination in education starts in kindergarten. Therefore WEAL is now working on elementary and secondary education and on vocational education.

But before I talk about elementary and secondary education I want to make one short plea for people to start thinking of education not just as an activity concentrated in the first quarter or third of one's life. Rather, we believe that education should be a lifetime process. Training and retraining as well as education for personal growth and pleasure should be available to all people regardless of age, sex, race, creed or national origin. To tell a person they are too old to learn is to tell them they are dead; to tell them they are too old to change careers or be retrained is to admit a rigidity that should not be supported with public funds. To employ any of these forms of discrimination is to injure society.

One of the reasons WEAL is concerned about age discrimination is that we realize many women do take time off from working outside the home to have and raise children. Thus, there are often breaks in their education and in their working careers.

But labor statistics will show that most women (over 90%) work outside the home at some time during their lives, and that currently women are 38% of the work force. Over 40% of the women over 16 years of age are in the work force. Many of them are married and many have children under 18. More than half the children in school today have mothers who work outside the home.¹

Thus, it is not even accurate, to say nothing of honest, to expect little girls to become only housewives and mothers. They do much more. They are workers—inside and outside the home. They are citizens and they deserve equal treatment before the law, on the job, and in our schools.

This is not to say that being a housewife and mother is a bad thing. Frankly, I liked raising little kids and I hate housework. I'm willing to pay decent wages for household help and respect the person who helps me. I know some women who do very creative jobs at keeping house and they enjoy it. That is their choice and I respect them for it. But that does not mean that all women should be assigned to housework and caring for children only. There's much more to a woman's life than that.

Bearing and raising children takes only a very small part of a woman's life these days—on the average about 10 years from the birth of the first child until the last child goes off to school. And ten years out of a woman's life is not a very long time. My own grandmother just died a year or so ago at 94. She had thirteen children. Her last child went off to kindergarten some 50 years before she died. She spent—even with 13 kids—more years of her life working outside the home than she did at home with children. And though her great-granddaughters—girls in school today—will not have thirteen children, they too will live a long time and many of them will spend the greater part of their lives working outside the home.

Our schools must begin to deal with the reality of people's lives, not with stereotyped or idealized concepts of life.

That's what the legislation we are discussing today is about.

TEXTS AND MATERIALS

In the last few years there have been numerous studies pointing out that school readers do not give equal treatment to boys and girls. First these articles appeared in feminist sheets or magazines and then they appeared in scholarly journals. Now they are in the Sunday supplements. The July 1, 1973 *Parade*, a magazine distributed with numerous U.S. Sunday newspapers, has an article entitled: "Do Kids' Schoolbooks Distort Sex Roles?" by Ilene Barth. This article reports on a publication by a New Jersey group of women called "Dick and Jane as Victims"²

Parade lists the New Jersey groups findings as:

"Males Dominate

"More than two-thirds of all stories are about boys or men.

"Boys are presented in active, creative situations like building walkie-talkies, or using their wits in capturing hijackers, dealing with a genie, or solving problems for girls or even mother.

"Girls are pictured quietly watching boys play, or in domestic activities like cooking, cleaning the house, or sewing. Often girls are teased by boys for their stupidity when they make mistakes.

¹ For statistics on working mothers see "Who Are the Working Mothers?" leaflet 37 (Rev.) 1972. Women's Bureau.

² Available for \$1.50 from Women on Words and Images, P.O. Box 2163, Princeton, N.J. 08540.

"Men are illustrated in a variety of occupations, 147 in all. Women are shown in only 26 occupations, most of them mere extensions of household labor—cooking in a school cafeteria, for example.

"Fathers solve problems for everyone and frequently participate in joint activities with their kids.

"Mothers, however, rarely have a life apart from housework, seldom leave the kitchen, and are more likely to scold than play with their children."

And then the article points out publishers reactions:

"Macmillan plans to use some artwork in a few of its readers . . ."

"Bank Street Publications chairman . . . 'In anything new we write, . . . we'll try to improve the balance between girls and boys . . .'"

But the publishers complain that it takes "half a million dollars to launch a new series, and a few millions more before the publisher makes a profit . . . No one is willing to drop or do complete overhauls of series which now exist. Changes will come—but over a period of years."

An earlier article by Dr. Mary Ritchie Key of the University of California, Irvine,³ notes the spontaneous growth of studies about children's readers and children's literature. "The studies overwhelmingly document discrimination and prejudice against females in children's books," Dr. Key points out and then goes on to discuss the studies.

"One of the earliest statements in the recent acknowledgement of sex prejudice in children's books was made by the well known anthropologist, John Honigmann, in *Personality in Culture* (1967) :

"Reflecting a poorly concealed bias in American society, central characters in the stories are male more than twice as often as they are female. Surely this confirms the reader's belief that one sex is more important than the other, even if that isn't the only way he finds it out. . . . In other words, girls are pictured as kind, timid, inactive, unambitious, and uncreative: . . . The school readers portray males as bearers of knowledge and wisdom, and also as the persons through whom knowledge reaches a child.

"Some of the other recent textbooks adopted or recommended for second through sixth grade in California were analyzed by U'Ren, Gail Ann Vincent, and our committee. In these books at least 75 percent of the main characters are male. . . .

"Vincent's study concentrates on the socialization of the female in the California textbook series. . . .

"With regard to physical tasks, Vincent observes that boys are more competent than girls in the California textbooks: the boy fixes his bike and rides it while the kneeling girl admires him; the boy shoots a basket, while the girl tries and misses.

"In creative activities the males also excel: A boy is the best painter; a boy is the best story teller; father is the best at riddles; a boy wins a contest in snow-sculpting.

"In children's books, females do not have the freedom to inquire, explore, and achieve . . . Vincent analyzes the repeated theme of a female not succeeding and notes that when a girl does initiate a tree-climbing episode, punishment is the result (a broken leg for one boy), and a grandmotherly character scolds her for shameful behavior: 'What's wrong with you?'

"With regard to pictures and illustrations, U'Ren found that many California textbooks included females in only about 15 percent of the illustrations. . . .

"The treatment of females in comedy is another area of concern in children's books. Too often the butt of the joke in poems and stories is a female . . .

"Diane Stavn analyzed for attitudes about girls and women novels which are known to be popular with boys. She made two observations: '. . . the sweeping, sometimes contradictory' incidental comments about the female sex, and 'the fact that the girlfriends and mothers are almost always unrealized or unpleasant characters—and one-dimensional, idealized, insipid, bitchy, or castrating—while sexually neutral characters, such as little sisters and old ladies, are most often well conceived and likeable.' . . . Good old Mom, on the other hand, often is depicted as 'an insipid lady who flutters around chronically worrying and inanely commenting.' . . . According to her literature, a female has no alternate life styles, but lives in a limited world with no control over

³"The Role of Male and Female in Children's Books—Dispelling All Doubt," *Wilson Library Bulletin*, October, 1971, p. 167-176. (The bibliography at the end of this article is excellent.)

her future. Nilsen calls this the 'cult of the apron' and notes that this conditioning starts early. Of fifty-eight picture books which happened to be on a display cart of children's literature at Eastern Michigan University last year, twenty-one had pictures of women wearing aprons . . .

"It is well known nowadays that 40 percent of all mothers work, and yet many studies indicate that there is not one mention of a working mother in the particular group of books reviewed . . . And a notable discrepancy is the *Bank Street Readers*, a series designed for the inner-city child. In the three books, only one mother is shown as a working mother, a woman who serves in a cafeteria.

"In Jamie Frisof's analysis of social studies textbooks, men are shown in or described in over one hundred different jobs and women in less than thirty, and in these thirty jobs, women serve people or help men to do more important work. Men's work requires more training; men direct people and plan things; men go places and make decisions; at meetings men are always the speakers; men make the money and are the most important members of the families . . . Rarely are men and women working together or seen in equally competent roles . . .

"Regarding professional persons depicted in children's books, Heyn points out that among the several books in the field of health and medicine, without exception the doctor is portrayed as a white male—nurses and receptionists as female.

"U'Ren and Vincent report that one of the California textbooks gave an account of Madame Curie, where she appears to be little more than a helpmate for her husband's projects . . . The illustration which accompanies this section reinforces that view of her. It portrays Madame Curie peering mildly from around her husband's shoulder while he and another distinguished gentleman loom in the foreground engaged in serious dialogue.' . . .

"The Little Miss Muffet syndrome, which depicts females as helpless, easily frightened, and dreadfully dull, occurs over and over again in the literature. If one compares this image . . . with the potential of women in adulthood, it becomes apparent that both male and female have difficulty in participating in equal sharing dialogues at the professional level. Males who have grown up learning dialogues such as are in children's books today are not able to listen to a female in adult life. Males paralyze when a rare female makes a constructive suggestion. Likewise females are trained not to take their share, or hold their own in decision-making interchange. There are no linguistic models in this early literature for females to take active parts in the dialogue nor for males to respond with dignified acceptance and a willingness to listen . . .

I have made extensive quotes from Dr. Key's article but she and her committee surveyed most of the work done up to the time of her publication and therefore it is an important piece. It states the case for the need for new materials. How can girls emerge from school with any self-confidence or much self-respect with that kind of image portrayed in their texts?

The Ann Arbor Committee to Eliminate Sexual Discrimination in the Public Schools⁴ looked at both math and reading books used in the elementary grades. They discovered that the math books had "fairly adequate racial representation but are totally rigid with regard to male-female membership, particularly in the case of occupational groupings. Men may be doctors, astronauts, chefs, policemen and firemen while women may be nurses, stewardesses and waitresses." This study goes on to point out that it is not only adults who are "stereotyped in math book pictures . . . boys are active . . . run and play. Girls tend to stand and smile sweetly and jump rope."

In another study, a group of Yale faculty women led by Lenore Weitzman of the Law School compiled material for a paper read this fall at the American Sociological Association meeting entitled: "Sex Role Socialization in Picture Books for Pre-School Children." They examined award-winning children's books as well as the Little Golden Books. These books are both the nation's best books, according to experts, and, in the case of the Little Golden Books, the best sellers. Weitzman and her group discovered that "Most children's books are about boys, men, and male animals and most deal exclusively with male adventures."⁵ In

⁴ Let Them Aspire! A Plea and Proposal for Equality of Opportunity for Males and Females in the Ann Arbor Public Schools" prepared by the committee to eliminate sexual discrimination in the public schools. Mimeographed May, 1971.

⁵ Paper read at the section on sociology of sex roles at the American Sociological Association meeting, September 2, 1971, in Denver, Colorado.

the sample of Caldecott winners and runners-up they found 261 pictures of males compared to 23 of females. This comes out of an 11 to 1 ratio. If animals with sexual identities are included the bias is even worse—95 males to one female.

This past winter I was asked to appear on a TV show here in Washington to talk about children's readers. I decided I needed some props so I asked my 10-year-old to bring home some books. Her principal cooperated by sending home a variety of readers. Though I was mentally prepared to have the above findings confirmed, I was actually shocked. Every mother in the piece was either incompetent or stupid—little boys were always helping them out of trouble. Girls couldn't do anything right and were constantly insulted.

Boys were the smart ones and had all the fun. Husbands drove wives to the bus stop so they could go shopping and mothers always wore aprons and did dishes. Girls don't come out either self-sufficient, self-confident or capable of self-support. These readers are about two generations behind the times.

The need for new texts and materials is obvious. The publishers admit they aren't going to do it.—not until it becomes profitable and the old books are worn out. Even if publishers were interested in doing non-sexist textbooks, I have heard it said by educators and administrators that it takes about five years to get a textbook from writer to child. At that rate, if the writer was working now, today's kindergartner would be in 5th grade, the fifth grader in high school and the high schooler in college or out working before the text got to class.

This is why the bill before you calls for development and dissemination of new materials. We do not have time to wait for the private sector to find them profitable and produce them.

Teachers need supplementary materials and they need to be taught how to use them. For I fear not all teachers are as creative or as aware as Ms. Anne McEvoy Schmid who explained in a recent issue of *American Teacher*⁶ how she developed her own non-sexist curriculum.

"Materials I have used with my eight and nine-year-olds this school year include library books, textbooks, newspaper and magazine pictures and articles, a flannelboard story I made, and other devices.

"Methods vary. I have used storytelling, a skit, discussions, creative writing, and others. One method I have found especially enlightening is criticism of existing materials . . .

"We had a lot of fun the day I read 'What Will I Be From A to Z,' a soft-cover 'career guide for primary pupils' that shows women performing ~~ix~~ out of 20 jobs: homemaker, librarian, nurse, office worker, teacher, and violinist. In the discussion that followed, we decided which jobs could be performed by women and discovered that all, with the possible exception of quarterback, could and should be handled by women . . . I felt pretty good when I saw a mother later that afternoon and she told me her son had come home and said, 'Guess what? We found out today that girls can be judges! * * *'

"While there are many specific lessons that can and must be drawn up, and many materials already obtainable that must be compiled and organized into teachable units, there remains much more material to be produced. The 'Miss Muffet Fights Back' booklist should be extended . . . We need good books (text and trade), and it isn't going to happen overnight . . .

"Unfortunately, there seems to be a dearth of visual aids. I have yet to see a poster-sized picture of Susan B. Anthony, and while I was able to get a beautiful poster of Sojourner Truth, the well-known abolitionist and feminist, it was only because I happened to be in a small, out-of-the-way bookstore and saw it there. I am also unable to get big pictures of women doctors and dentists, suitable for wall or bulletin-board display along with a reminder to visit your doctor or dentist twice a year or whatever. Pictures of women doing jobs formerly done by men are sorely needed for display in elementary schools. It is our job to provide suitable role models . . .

"Feminism in education is more than material; it is a point of view and an attitude that permeates the entire curriculum and affects nearly every aspect of teacher-pupil behavior . . .

"When devising worksheets, use non-sexist language. One vocabulary test I made this year had this sentence in it: 'Father hustled after baby as she crawled toward the stairway.' And I don't need to tell an elementary-school teacher what an obvious reversal this is . . .

⁶ November, 1972, CE-4-5., published by the American Federation of Teachers, Washington, D.C.

"Feminism must be taught, and caught, in the classroom. It must not be relegated to a two-week unit on women in history and then neglected the rest of the year. Eventually, a teacher will become so attuned to discrimination that his or her ears will perk up when he or she is confronted with any offensive materials. The teacher will become adept at editing films, filmstrips, texts, or people, and so will the students."

Ms. Schmid makes an excellent case for this legislation—materials and new curriculum ideas and aids are needed and the private markets are not supplying them. Meanwhile, children are going to school and using the old, discriminatory materials.

On an older group level, our WEAL group in Dallas, Texas, along with the American Association of University Women, the Dallas County Women's Political Caucus, the League of Women Voters, the Unitarian Women's Alliance and Women for Change did an exhaustive study of sex discrimination in the Dallas Independent School District.⁷ I am attaching a copy of the study for the committee but I would like to quote here some examples of sex-stereotyping and sex-discrimination in history texts recently adopted by the Dallas schools:

"1. Lack of Women in Material

"*In Americans All—A Nation of Immigrants* (Benefic Press, 1972), a 5th grade history text, only 17 women are named or mentioned out of 210 immigrants.

"*In Foundation of Freedom*, U.S. History to 1877 (Laidlaw, 1972), an 8th grade history text, women are mentioned or shown 22 times in the 516 pages.

"2. Women Mentioned in Relationship to Males

"The following passages are the only two mentions of Eleanor Roosevelt in *The Adventure of the American People* (Rand McNally, 1972), a high school history text:

"In the same year he wed a distant cousin, the gifted and energetic Eleanor Roosevelt. (She was given in marriage by her Uncle Theodore, the President of the United States, who had come from Washington for the occasion.)"

"... and he and Mrs. Roosevelt showed warm sympathy for people of this minority."

"... the President and the attractive First Lady, Jacqueline ("Jackie")."

"Especially to lure women into the growing audience, newspapers and magazines invented the human-interest story."

"The woman's club movement grew stronger after the beginning of the century as the "weaker sex" attempted to put its increasing leisure time to good works."

"But, meanwhile, in addition to political freedom, the so-called gentle sex was finding social freedom in postwar America that was startling even to the suffragettes." (The four preceding quotations from *The Adventures of the American People*, Rand McNally, 1972, a high school history text).

"Elizabeth C. Stanton, a wife and the mother of seven children . . ." (From *Foundation of Freedom*, U.S. History to 1877, Laidlaw 1972, an 8th grade history text)."

The Dallas group recommends:

"... Provide a workshop, seminar, and/or staff development program for librarians to provide information on sexism in books, recommended supplementary materials, and other educational aids.

"... Allot funds for the generation and purchase of presently available non-sexist curriculum materials."

WEAL believes that passage of this bill would help carry out these fine recommendations. In Section 4(c) (4) funds are requested to be made available for preservice and inservice training programs, and in (c) (5) for group conferences, symposiums, seminars and institutes.

All of us are victims or products of our own past, of our own education and our own socialization. Today's teachers have not escaped the sex-role stereotyping and socialization which is described here. Teachers must be made aware of their own sex biases; they must be trained and retrained to treat students as individuals with potential to learn and not as males and females with roles to play. Preservice and inservice training institutes and seminars have become accepted in the civil and human rights field. Short courses, seminars and institutes must be developed in the same way to combat sexism and open up oppor-

⁷ Available from Dallas WEAL, % Dr. Paula Latimer—mimeographed, 24 pps. \$2.00 mailed.

tunities and options for all children. And programs, fellowships, conferences, seminars and institutes must also be developed to work out new course materials and curriculum showing the positive contributions of women to society and the reality of women's lives in the past, present and future.

Our teacher training institutions must be encouraged to de-sex their courses and curriculum, bringing women into the mainstream and into equal partnership in education. They must quit considering teachers (female) as the servants of the system and administrators (male) as the executives and policymakers for the system. First priority should be given to educating children.

VOCATIONAL AND CAREER EDUCATION

A major goal of education is to prepare the individual for the world of work—inside and outside the home—and for a vocation which will make that individual capable of self-support.

Domestic work and the care of children is socially valuable and necessary work. People should be taught to do it well and have a respect for it. To be able to take care of food, clothing, and housing is a necessary set of skills. All children should learn these self-sufficiency skills. This means that the traditionally sexually-separated course of home-ec and shop or industrial arts must be integrated and updated. This is a machine-oriented society and both boys and girls need to know how to operate and take care of machines. Boys and girls, also need to know something about the purchase and preparation of food, something about nutrition, the care of their clothing and how to clean up after themselves. Consumer education is also necessary in this day when we buy everything. Typing is a valuable skill. Every child ought to be taught to type in the upper elementary grades; it should come right after handwriting, or penmanship. Teaching typing as a word-skill, as a machine skill and as a vocational skill would be a great asset to thousands of children.

But instead of training all children in these skills, our schools have been assigning these skills on the basis of sex. That's stupid and wrong and a waste of manpower.

WEAL is grateful for the anti-sex discrimination provisions in Title IX of the Education Amendments of 1972, which starts out: "No person in the United States shall, on the basis of sex, be excluded from participation in, denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance." Those words are music to the ears of every woman. And we hope that this subcommittee will make sure that HEW carries out the provisions of Title IX. We are anxiously awaiting the guidelines for implementation of this legislation.

But still we need this act—the Women's Educational Equity Act—to help make non-discrimination a reality. We need, for example, some creative thinking about, planning for, and counseling in vocational and career education. I have a great fear that this new thing—career education—is simply old stereotyping under a new name. And I'm going to cite the Washington, D.C. schools as an example, not because they are any worse than others but rather because I think they are somewhat typical.

WEAL wrote a letter this past spring to the D.C. Advisory Committee for Vocational Education pointing out that Title IX had been passed and did apply to vocational schools and asking what plans the schools had for de-sexing the schools. In response we got telephone calls explaining that in five or so years they would have career development centers and that anyway girls really wouldn't want to go to schools where they were the only girls. The implication was that there would be so few girls wanting to go to the boys schools that it wasn't worth bothering about. A look at the course listings for these various vocational high schools in the District will tell you which are the boys schools and which are the girls.

The letter that brought us this course listing also states: "The Department of Career Development . . . sent a letter to all junior, senior and vocational high school principals requesting that they assure counsellors that girls will be admitted to vocational programs in any area of their interest." However, the memo that went to principals states "that the vocational high schools will all admit girls who have a sincere interest in one of their areas of specialized training."

What about boys? Do they have to prove a "sincere interest?" Apparently not.

In other words, in Washington, D.C., where 56% of the women work outside the home and where 95% of the school children are non-white, a girl's choice of vocational courses is very limited when compared to that of a boy. (Course lists by school attached.)

Bell Vocational High School.—Architectural/mechanical drawing; auto body and fender repair; auto mechanics; driver education; electrical wiring; electronics; machine shop; military science; painting and decorating; paper hanging; plumbing; printing; related typing; sheet metal; upholstery; welding.

Chamberlain Vocational High School.—Air conditioning and refrigeration; baking; barbering; business education; commercial art; cooperative distributive education; cosmetology; drafting; driver education; electronics/electricity; general business; graphic arts; military science; office machines; photography; printing; radio and TV; typewriter repair; watch repair.

Burdick Vocational High School.—Accounting classification; business; cooperative retailing; cosmetology; foods; health occupations; home economics; music; nursery assistant; practical nursing; shorthand and typing; surgical technician; trade dressmaking.

Phelps Vocational High School.—Agriculture; architectural drafting; auto body repair; auto mechanics; auto repair; barbering; brick masonry; carpentry and cabinetmaking; driver education; house wiring; landscaping; military science; printing; radio and TV; shoe repair; tailoring.

M. M. Washington Vocational School.—Business; cooperative distributive education; cosmetology; dressmaking; driver education; dry cleaning; foods; home economics; music; nursing assistant; nutrition; practical nursing; shorthand and typing.

And just to make sure I wasn't being too hard on the D.C. system I called Monday to check if these schools were really sex-labelled. My suspicions were confirmed. A person, in response to my call, told me that Bell, Chamberlain and Phelps were "for males" and Burdick and Washington "for females."

In Waco, Texas, our WEAL group did an excellent analysis of sex-discrimination in the WACO public schools. Among their findings were "sex and race discrimination in the area of student course assignments. The WACO school district, by dictum, 'counseling,' persuasion or lack of alternatives, requires girls to enroll in hairdressing (minority girls only), cooking and sewing classes. Boys are similarly placed in auto mechanics, woodshop, repair hand construction courses." ⁸ The report goes on to state that an educational consultant testified in federal court that WACO homemaking courses appeared to be training minority girls to be maids and waitresses.

This is still another example of assigning a place in the world on the basis of sex or race.

Discriminatory or outmoded tests should not be used to steer students toward specific occupations either.

For some time I was interested in the Strong Vocational Test which I first learned about from a young high school neighbor (male): "You know, Mrs. Fraser," he said, "you ought to do something about this test they give kids they don't think are going on to college. The girls take a test that's on pink paper and the boys one on blue."

Upon investigation I learned that the two tests were being redone; the pink and blue tests were being combined, outdated items dropped, and the new test put on a neutral white paper. Psychologists and counsellors urged me not to be too rough on the Strong test because "it's one of the best we've got. If you take this away, worse tests will be used."

The Strong test, even on white paper, does not test skills. It takes attitudes and personality traits of people in existing occupations and matches them with the child being tested. If the profiles match—if the child has matching attitudes and personality traits, then apparently that child would be appropriate for that occupation. In other words, the test perpetuates the status quo.

Under the bill, we would hope that development of non-sexist vocational aptitude tests would be a very high priority. This is, apparently, a very expensive process which no private group is willing to undertake while they have a money-maker on their shelves. Meanwhile, kids are steered by counsellors into various occupations or courses using these tests.

And we would hope there could be before information and training including retraining for guidance counsellors so that sex-stereotyping in vocational and

⁸ Copies of the report are available from Dr. Paula Latimer, Texas WEAL President, 9511 Hollow Way, Dallas, Texas 75220.

career education will stop. And, I might add, it would be helpful if we figured out ways to quit labelling vocational education as second class education. The world needs trained technicians—male and female. In my own state of Minnesota, I am told, our post-high school vocational-technical schools are filling up with college graduates looking for a skill with which to find a job.

Developing skills with which to find a job is a problem for all students—women and men alike. And schools of all kinds must develop new attitudes about the world of work, new programs, new ways of training people and new ideas about the kinds of work people can do. Section 4 (c) (15) of this bill calls for "training, educational and employment program grants for unemployed and underemployed women." Women who leave the labor force to raise a family do need training and retraining to develop new skills or brush up on old ones. There are small programs of this kind but not nearly the number or variety.

Also, we must start bringing workers of all kinds into the schools. Children—young and older—need to learn more about the world of work and too often that world is utterly foreign, especially to the suburban child. In doing this women in nontraditional occupations should be encouraged to come into the schools to talk about their jobs. As indicated earlier by the St. Paul teacher, pictures of women workers are needed as well as solid information about a variety of occupations.

SPORTS AND PHYSICAL EDUCATION

In the Citizens' Advisory Council on the Status of Women Memorandum: "Need for Studies of Sex Discrimination in the Public Schools" there is an excellent section on physical education, sports, and other extra-curricular activities: "This is the area where discrimination is most pervasive and most readily apparent. Per capita expenditures on these activities by sex are an objective measure of the discrimination. Principals and teachers sometimes discourage an interest in participation in sports by girls. Facilities such as swimming pools, tennis and basketball courts are generally far less available, measured on a dollar, per capita basis of interested participants, to girls than boys. In addition, coaches of girls' sports are rarely supplied and if available are often not included in policymaking committees.

"Short-changing of girls in physical education and sports deprives them of the opportunity to establish life-time habits of exercise which lead to a high level of continuing good health in adult life. The opportunity for achievement in sports, scholarships and other recognition for ability in sports and for developing a competitive spirit within a framework of team cooperation should be available to girls. The Ann Arbor, Michigan study discusses denial of opportunity in sports in some detail.

"Other examples of this type of discrimination are sex-stereotyping of musical instruments; choice of students for teachers' helpers, hall proctors, and safety patrols; staffing of school newspapers; and participation in debating teams."

Our Texas WEAL group did two studies on sports and physical education. In Waco:

"With 19,000 students and an athletic program of \$250,000 annually for boys, the girls were allowed to participate only in tennis and the program was allotted \$970. Girls were prohibited use of \$1,000,000 worth of stadiums, athletic fields, equipment and gyms. No girls teams are permitted in Waco, while every other school district in Central Texas equips and fields girls teams, the study said.

"An Athletic Committee, composed entirely of men, was appointed last October by the Waco school board to recommend changes in athletic programs and policies.

"This Committee recommended and received approval for expansion of the present boy's athletic program at an estimated increase of \$154,000 annually, with no allotment for a girl's program," Dr. Paula Latimer, WEAL President said."

In Dallas, "A fact sheet from Supt. Dr. Nolan Estes shows that, of 9,680 students involved in interscholastic activities—team competition between schools—a total of 8,809 participants are boys and 871 are girls." The recommendations of the Dallas group's study are excellent:

"Both emotionally and physically, girls derive the same benefits from sports activities as boys. All that has been said in favor of team sports for boys—that it teaches cooperation, leadership, self-confidence, discipline, etc.—is also true of girls, and these qualities are as much their right as their brothers'. In addition, all reliable medical evidence demonstrates that girls

are no more endangered by physical exercise than are boys, that they derive the same benefits in improved health as their male peers. Therefore, we feel that there should be no difference in sports and P.E. activities available to girls and boys, and we make the following suggestions toward a remodeling of the athletic and P.E. programs so as to offer the best opportunities possible to all our students.

"We recommend that the DISD reallocate its athletic funds so as to make available a broad range of sports activities to *ALL* students—not just the male star athlete. Presently, not only girls but average boy students are discriminated against by the heavy concentration of athletic funds on activities in which only a tiny minority can participate.

"We further recommend that teams and activities be available to all students equally and at the level of their ability. That is, each student would be placed on a team commensurate with her or his ability and regardless of sex. At the grade school level, such a policy would sexually integrate all sports activities immediately. At the junior and senior high level, the best teams would probably, for awhile, be virtually all male, due to the past discouragement of girls from sports participation. But female and average male students would be able to play and compete on other teams, according to their ability. And in a few years, as girls become more athletically expert, sexual integration of all teams will gradually increase.

"To those who argue that girls should not compete directly in contact sports with boys because of their presupposed physical weakness, we answer that individual girls, like individual boys, would not be allowed on teams for which, after tryouts, they could not qualify. Ability should be the only requirement in each and every sport offered by the district. No rule or guideline should be changed or modified unless it applies to both sexes."

No one will argue that most men are physically stronger than most women. Many of us think that in the area of competitive sports we are going to have to think long and hard about how we divide our tax dollars and arrange competitive sports. If we rely only on physical strength we are going to have mostly male competition. We may have to go to some variation of the old "separate but equal" philosophy in competition. But surely in grade school we should not be segregating boys and girls and reserving the playground for boys ball games while the girls watch—which is what happened in my daughter's school until the girls organized, outvoted the boys and integrated the team and the playground.

But it is not only sports and physical education that must be integrated.

WOMEN IN ADMINISTRATIVE POSITIONS IN SCHOOLS

Our WEAL group in Minnesota has been challenging local school districts over the number of women in administrative positions. The *Minneapolis Tribune* of Wednesday, June 27, 1973 says:

"Joyce Jackson became a member of a select group—female secondary school administrators—when she was named principal of Central High School.

"She is one of three women in the Minneapolis School District to be an administrator of secondary schools. Betty Jo Webb is an assistant principal at Ramsey Junior High. Rachel Leonard, was named Tuesday to be assistant principal of Olson Junior High.

"Last month, the Minnesota Division of the Women's Equity Action League (WEAL) accused 31 metropolitan school districts of sex discrimination in the employment of high school administrators.

"At that time, Minneapolis had one woman administrator, and the only other district to have any women in secondary administration jobs was North St. Paul-Maplewood, which has an assistant principal.

"A study by Clifford Hooker, professor of educational administration at the University of Minnesota, showed that of 2,632 Minnesota school administrators, 202 were women, and most of them are elementary school principals. His study earlier this year showed there were no women school superintendents.

"Mrs. Jackson, named to the Central High School post earlier this month, said, 'Only in recent years have women been encouraged to go into administration. Secondary school administration has not been perceived as a role for women.'"

Mrs. Jackson is unusual, as the story indicates, but the situation is not. Minnesota's situation is typical. Men are the executives in schools, women are the teacher and the kids get the message.

This has got to change. We need men teachers and women executives; we need to show the kids, not just tell them, that sex-assignment is wrong.

This means, however, that our colleges of education all over this country are going to have to change. It may mean we will need seminars and short courses in school management for teachers so they can move into administrative positions, if they like. And maybe we should even send administrators into the classroom occasionally to tell the kids how it is to run a big operation and to let the administration learn how kids really act in a classroom.

The goal of education should be to give individuals skills and information so they can make choices about their lives; schools ought to be helping individuals develop their full potential; each child ought to have equal educational opportunities in our public school system.

Some may argue that Title IX is enough, that prohibiting discrimination will end discrimination.

WEAL argues that this legislation—the Women's Educational Equity Act—is an affirmative action plan with money to make it work. It is positive legislation aimed at changing old habits and instituting new ideas, materials, and ways of doing things.

If Title IX is enforced and this legislation passed and financed eventually we should have equality of opportunity between the sexes and we would no longer need this legislation.

When all children come out of school self-confident, self-sufficient and self-supporting then this legislation can self-destruct.

Thank you.

Mrs. FRASER. Thank you.

With your permission, I would like to add the WEAL study of sex discrimination in the Dallas Independent School District. Then I will summarize my testimony.

[The information referred to follows:]

A STUDY OF SEX DISCRIMINATION IN THE DALLAS INDEPENDENT SCHOOL DISTRICT

CHAPTER I.—COUNSELING AND CURRICULUM

I. GRIEVANCES

A. Counseling

1. Counselors' attitudes. Basically, counselors are not aware of the changing roles of women and men in today's society.

a. One counselor reported that a boy wanted to take cooking, but that after she finished with him, he had changed his mind. "He did not want to be in there with all those girls."

b. The large number of students assigned to a counselor makes her view each she naturally assumed that architectural drafting was what the conversation concerned "since girls just don't take technical drafting."

2. Understaffing.

a. A student often sees his or her counselor no more than once or twice a year.

b. The larger number of students assigned to a counselor makes her view each student as a number, not as an individual with special aptitudes and needs.

3. Lack of aggressive directional counseling which is particularly needed for girls.

a. Counselors do not think they should help girls in their role selection.

b. Counselors say "Girls are not forbidden to take any course," but they do not encourage girls to take courses which have been traditionally for boys.

c. Counselors perpetuate sexual stereotypes and are not aware of changing roles.

4. Discriminatory vocational testing, as seen in the Kuder Preference Test and the Strong Vocational Test.

B. Curriculum

1. Required shop course for boys and required home economics course for girls on the junior high school area. A middle-school principal blamed this discrimination on the inability of the computers to schedule boys and girls into one class. That is, classes would be too large.

2. Imbalances of males and females in certain classes. See Charts I & II.

3. Sexist attitudes on the part of teachers, particularly those who are teaching classes where one sex is in the majority.

a. An auto mechanics class teacher said girls could do fine work, but small girls could not lift heavy equipment. In reality, pulleys are available in the classes to lift heavy equipment.

b. A TV Arts teacher pointed out girls' physical "limitations."

c. A shop teacher in one high school felt girls in a class would take the boys' attention from the machines and accidents would occur.

d. A typing teacher felt that only girls should take typing. There was only one boy in her class.

4. Perpetuation of sexism in the placing of students in jobs by the Distributive Education teachers. They allow discrimination by employers.

a. Boys are preferred in sales jobs.

b. Service stations insist on boys only.

c. An employer of students from one high school said, "The cute ones (girls) add so much to the office, but it doesn't hurt for them to be intelligent."

5. Requiring that pregnant girls attend a "special school" which may be inferior academically and which implies that pregnancy is shameful.

II. RECOMMENDATIONS

A. Counseling

1. Enlarge the counseling staff.

2. Institute an in-service training course for counselors and for prospective counselors on non-sexist counseling.

3. Emphasize aggressive counseling for girls, especially for girls from lower economic levels.

a. Inform girls of the broad range of occupational alternatives.

b. Educate students as to successful employment placement, that is, how to get various jobs they might be considering.

c. Make female students aware of the changing role of women, and make them aware of opportunities available to them.

4. Eliminate discriminatory tests.

a. Research and development should be undertaken in the area of testing materials available to counselors at all educational levels.

b. Girls should have the opportunity to score in all available professions on vocational and interest surveys.

5. Strengthening counseling on the elementary school level.

B. Curriculum

1. Institute a Preparation for Life Course or a Course for Human Survival. This course would begin in the elementary grades to teach skills which both boys and girls need to have.

2. Eliminate the mandatory home economics for girls and shop for boys on the junior high level. A course incorporating both would be given for boys and girls together.

3. Institute an in-service training course, examining sexist attitudes and practices, for those teachers teaching courses traditionally limited to students of one sex.

4. Allow pregnant students to remain in their home schools if they wish.

TABLE 1.—BREAKDOWN BY SEX AND DEPARTMENT FOR SELECTED HIGH SCHOOLS

| Course | Hillcrest | | | Thos. Jefferson | | | Carter | | | Skyline | | | Total | | |
|-------------------|-----------|-----|-------|-----------------|-----|-------|--------|-------|-------|---------|-----|-------|-------|-------|-------|
| | M | F | Total | M | F | Total | M | F | Total | M | F | Total | M | F | Total |
| Home-making... | 12 | 164 | 176 | 0 | 299 | 299 | 83 | 466 | 549 | 42 | 309 | 351 | 137 | 1,238 | 1,375 |
| Art..... | 100 | 209 | 309 | 83 | 145 | 228 | 173 | 167 | 340 | 106 | 102 | 208 | 462 | 623 | 1,085 |
| Business..... | 189 | 309 | 498 | 292 | 428 | 720 | 294 | 460 | 754 | 188 | 463 | 651 | 963 | 1,660 | 2,623 |
| Vocational/ | | | | | | | | | | | | | | | |
| Co-op..... | 148 | 154 | 302 | 80 | 34 | 114 | 138 | 224 | 362 | 119 | 92 | 211 | 485 | 504 | 989 |
| Industrial Arts.. | 318 | 11 | 329 | 444 | 16 | 460 | 625 | 2 | 627 | 282 | 6 | 288 | 1,669 | 35 | 1,704 |
| Total..... | 767 | 847 | 1,614 | 899 | 922 | 1,821 | 1,313 | 1,319 | 2,632 | 737 | 972 | 1,709 | 3,716 | 4,060 | 7,776 |

TABLE 2.—BREAKDOWN BY SEX AND COURSE FOR SKYLINE CDC PART-TIME STUDENTS

| Course | Male | Female | Total |
|-------------------------------------|------|--------|-------|
| Apparel industry..... | 0 | 67 | 67 |
| A. & T. drafting..... | 77 | 7 | 84 |
| Aviation technology..... | 149 | 4 | 153 |
| Beauty culture..... | 1 | 56 | 57 |
| Business management technology..... | 11 | 140 | 151 |
| Child-youth..... | 4 | 109 | 113 |
| Electronics..... | 109 | 6 | 115 |
| Environmental control..... | 24 | 0 | 24 |
| Graphic communications..... | 41 | 11 | 52 |
| Interior design..... | 1 | 22 | 23 |
| Photo arts..... | 63 | 28 | 91 |
| Plastic tech..... | 30 | 4 | 34 |
| Science, advanced..... | 52 | 18 | 70 |
| TV arts..... | 52 | 5 | 57 |
| Transportation services..... | 108 | 2 | 110 |
| World of construction..... | 63 | 0 | 63 |
| World of manufacturing..... | 21 | 0 | 21 |
| Total..... | 806 | 479 | 1,285 |

CHAPTER II.—EDUCATIONAL MATERIALS

I. RATIONALE

Textbooks are of special interest because they are used to teach boys and girls not only subject matter, but attitudes, roles, and values. A publication entitled "Improving the Image of Women in Textbooks," prepared by the Sexism in Textbooks Committee of Women at Scott, Foresman, and Company, September, 1972, describes quite explicitly the various types of sexism found in most textbooks used in public schools.

"Textbooks are sexist if they omit the actions and achievements of women, if they demean women by using patronizing language, or if they show women only in stereotyped roles with less than the full range of human interests, traits, and capabilities. . . . Females as well as males possess courage, physical strength, mechanical skills, and the ability to think logically. Males as well as females can be fearful, weak, mechanically inept, and illogical. Females can be rude, active . . . or messy. Males can be polite, inactive . . . or neat. Because such characteristics are shared by males and females in reality, textbooks that classify them as 'masculine' or 'feminine' are misrepresenting reality. . . . Children often conform to the standards of their peers because they fear ridicule. . . . If only boys are encouraged to be active and competitive, girls with these inclinations may learn to stifle them. If only girls are encouraged to express openly such emotions as fear, sorrow, and affection, boys may feel reluctant to express these emotions. . . . Both women and men have much to gain from the elimination of stereotypes. Textbooks which avoid male and female stereotyping will more accurately represent reality, encourage tolerance for individual differences, and allow more freedom for children to discover and express their needs, interests and abilities."

In recognition of this need to examine sexism in textbooks, J. W. Edgar, State Commissioner of Education, issued the following proclamation effective May 12, 1973:

Add a new 3331.3(6) to read as follows with the present 3331.3(6) becoming 3331.3(7):

Textbooks presented for adoption shall not include language or illustrations which are blatantly offensive or which would cause embarrassing situations in the classroom or cause interference in the learning atmosphere of the classroom.

Textbooks shall, whenever possible, present varying life styles, shall treat divergent groups fairly, without inaccurate stereotyping, and shall reflect the positive contribution of all individuals and groups to the American way of life. Illustrations and written materials should avoid bias toward any particular life style, group, or individual. Particular care should be taken in the treatment of ethnic groups, roles of men and women, the dignity of workers, and respect for all productive work.

(6-1) Textbooks shall provide an objective view of cultural confluence, with the information necessary for developing mutual understanding and

respect among all elements of our population. Materials shall reflect an awareness that culture and language variation does exist and can be utilized to promote successful learning.

(6-2) The books shall present men and women participating in a variety of roles and activities, including women in leadership and other positive roles with which they are not traditionally identified. Illustrations and written material shall present goal choices and life styles for girls and women in addition to marriage and homemaking. Economic, political, social, and cultural contributions of men and women, past and present, shall be presented objectively.

(6-3) Content which treats aspects of the world of work should reflect the positive contributions of all types of careers to the American economic system and way of life. People presented in the books should reflect varieties of work and should be treated without bias toward particular kinds of work.

Effective Date: May 12, 1973.

Respectfully submitted,

J. W. EDGAR,
Commissioner of Education.

II. GUIDELINES FOR EVALUATING SEXISM IN TEXTBOOKS

A. Compare the amount of space given females with that given males (the number of stories, paragraphs, or illustrations).

B. What kind of roles, personality characteristics, and value commitments are shown for each sex? Is a broad range of emotion and activities shown to be open to each sex? Are stereotypes about either sex perpetrated?

C. What is the proportion of females to males in the illustrations? Are females passive or active, watching or doing? Would a girl get the impression that her sex comprises half the human race?

D. What kind of adult role models are presented?

E. Do social science texts give the impression that humankind is 95% male? Are "women" listed in the index? At what points is the text inaccurate because of its omissions of the contributions or history of women?

F. Are the texts for vocational courses (home economics, business, etc.) slanted for use by one sex only? Would a student of the other sex find something to identify with comfortably in that text if she or he were enrolled in the course?

III. FINDINGS BY EVALUATORS OF BOOKS ADOPTED BY DISD THIS YEAR

A. Sex discrimination is pervasive in educational material recently adopted by the DISD. Its most obvious form is the unequal representation, misrepresentation, and omission of females in educational material. Textbooks reviewed by the committee provide conclusive evidence that women and girls are not featured often enough, that famous and historically significant women and girls are often not included in the text, and that women and girls are consistently mentioned in relationship to men and boys rather than on their own merit. The material does not deal candidly with past and present barriers to full equality. Females, as individuals, groups, as a cultural, social and economic force, are simply not reflected in the books recently adopted. It is tempting to suggest, as an exercise, that the men contemplate living in the worlds that these books describe. Such uni-sex societies do not and could not have existed.

Perhaps less overt, but in some ways more damaging, is the discrimination which results from sex stereotyping, that is, the imposition of inflexible roles and behavior patterns according to sex. Textbooks constantly reinforce the traditional female role in society, which is secondary to and supportive of the male. They fail to portray females sympathetically and in depth as valuable, contributing elements in our culture. Women are treated rather from a narrow, condescending viewpoint, as an "outgroup"—strange, different, isolated, and limited.

Another aspect of this depreciation of women is language. The English language has sexism built into it, which symbolically has handed over the entire world to men with pronouns like the bisexual "he" for person, and words like "man" to stand for all people. This linguistic habit in textbooks is so pervasive that students will assume that only men are involved in the activities and occupations discussed, an assumption reinforced by the lack of women in examples and stories. This habit misrepresents reality and limits options and roles for women. The generic "he" may be frequently necessary, but in many

cases the plural can be substituted and females used as examples and characters, particularly in traditionally male dominated roles.

B. Examples from Textbooks Recently Adopted by the DISD.

1. Lack of Women in Material.

In *Americans All—A Nation of Immigrations* (Benefic Press, 1972), a 5th grade history text, only 17 women are named or mentioned of 210 immigrants.

In *Foundation of Freedom, U.S. History to 1877* (Laidlow, 1972), an 8th grade history text, women are mentioned or shown 22 times in the 516 pages.

2. Women Mentioned in Relationship to Males.

The following passages are the only two mentions of Eleanor Roosevelt in *The Adventure of the American People* (Rand McNally, 1972), a high school history text:

"In the same year he wed a distant cousin, the gifted and energetic Eleanor Roosevelt. (She was given in marriage by her Uncle Theodore, the President of the United States, who had come from Washington for the occasion.)"

". . . and he and Mrs. Roosevelt showed warm sympathy for people of this minority."

3. Linguistic Sexism.

"Man on the Land" is the title of Part I of *The Wide World, A Geography* (Macmillan, 1972), a high school text.

"If you are sick and have to go to a new doctor, how are you sure that he has really studied medicine?" From *Of, By and For the People* (Benefic Press, 1972), an 8th grade Civics text. In contrast, nurses are always referred to as "she."

4. Demeaning and Stereotyping Women.

"Even if there were, there is only one person to do anything with—Midge Glass—and Midge is a girl!" . . . Midge had retreated to the corner of the house where she stood watching." (From *Images*, Houghton Mifflin Company, 1972, 5th grade reader)

"You certainly do catch on to it quickly . . . for a girl."

"What a baby! What do you expect to find? Monsters?" . . . Karen was unhappy about this arrangement, but she was afraid of Mark's ridicule if she showed again that she was afraid."

"We'll be drowned if the boat hits the rocks!" she wailed. 'Oh, rubbish!' exploded Eddie." (The three preceding quotations from *Kaleidoscope*, Houghton Mifflin Company, 1972, 4th grade reader)

". . . the President and the attractive First Lady, Jacqueline ('Jackie')."

"Especially to lure women into the growing audience, newspapers and magazines invented the human-interest story."

"The woman's club movement grew stronger after the beginning of the century as the 'weaker sex' attempted to put its increasing leisure time to good works."

"But, meanwhile, in addition to political freedom, the so-called gentle sex was finding social freedom in postwar America that was startling even to the suffragettes." (The four preceding quotations from *The Adventures of the American People*, Rand McNally, 1972, a high school history text)

"Elizabeth C. Stanton, a wife and the mother of seven children . . ." (From *Foundation of Freedom, U.S. History to 1877*, Laidlow, 1972, an 8th grade history text)

IV. RECOMMENDATIONS

A. A woman active in the women's rights movement should be included on the textbook committee.

B. Provide a workshop, seminar, and/or staff development program for librarians to provide information on sexism in books, recommended supplementary materials, and other educational aids.

C. Require school administrators to make available non-sexist book lists and films to teachers for self-education and classroom use, and to encourage their use.

D. Allot funds for the generation and purchase of presently available non-sexist curriculum materials.

CHAPTER III.—EMPLOYMENT

I. GRIEVANCES

A. Women in the DISD are concentrated in the lowest paying jobs.

1. Although highly paid administrators are recruited principally from the teaching faculty, which is 75% female (4443 out of 6061), women comprise the following percentages of the administrative staff:

- a. Principals or assistant principals (\$14,780-\$27,204)—11% (27 out of 233).
 - b. Central staff (\$16,000-\$31,000)—13% (5 out of 65).
 - c. Central staff (\$18,000-\$20,000)—35% (41 out of 115).
2. Jobs in which women constitute 95% to 100% of the staff (e.g., clerks, secretaries, maids, food personnel) have an estimated mean salary of \$425 a month. Those jobs similarly dominated by men (custodial and maintenance personnel) have an estimated mean salary of \$520 a month. This discrepancy is not due to greater skills required of the male employees, for the reverse is the case. Secretaries, e.g., who are required to have at least high school degrees and the usual secretarial skills, average less per hour in the DISD than do the relatively unskilled male custodians.

3. In direct violation of the Equal Pay Act of 1963, women who have essentially the same job responsibilities as the male custodial helpers are relegated to the category "mind," with a salary scale that begins at \$.50 an hour less than that of the men and has a \$2.00 an hour lower ceiling.

B. Promotional opportunities for women are severely limited.

1. Women in the Leadership Training Program are usually "promoted" to the job of Resource teacher, which pays no more than a regular teaching job, whereas men in the program are usually promoted into administrative positions.

| 1971-72 class | Male | Female | Total |
|-----------------------------------|------|--------|-------|
| Promoted to administration..... | 15 | 6 | 21 |
| Promoted to counselor..... | 0 | 1 | 1 |
| Resigned..... | 0 | 1 | 1 |
| Returned to classroom..... | 3 | 1 | 4 |
| Remained as intern..... | 14 | 10 | 24 |
| Promoted to resource teacher..... | 1 | 10 | 11 |
| Assigned to other jobs..... | 3 | 0 | 3 |

2. 21% of all DISD principalships were recruited from the coaching staff, where few women have had the opportunity to hold a job.

C. Women are under-represented in certain DISD job categories.

1. coaching—less than 10% (30 out of 337)
2. custodial and maintenance staff—14% (236 out of 1,655)
3. administrative positions—figures given in I.A.1. above

D. Men are under-represented in certain DISD job categories.

1. counselors—7.8% (15 out of 193)
2. elementary teachers—12% (368 out of 3,063)
3. clerical staff—2% (12 out of 947)
4. food services—0% (0 out of 1,337)

E. The current maternity leave policy of the DISD, while it complies with federal guidelines, is, in practice, discriminatory against men and adoptive parents of both sexes, none of whom have the privilege of using accrued leave time to remain home after the arrival of a new child.

G. Insurance benefits offered by DISD to cover maternity costs are discriminatory in that they require the mother to be married in order to be eligible.

II. RECOMMENDATIONS

A. An Affirmative Action plan to achieve the full participation of women and men in all job categories shall be implemented.

1. Goals and timetables for improving the ratio of women and men in those jobs in which they are presently underutilized.

- a. for women, these jobs include administrative, custodial, and coaching
- b. for men, these jobs include all teaching levels, but particularly elementary, the clerical staff, counselors, and food services

2. Active recruitment of women and men for those jobs in which they are presently underutilized.

a. clearly and publicly advertising all job openings for both sexes, not merely with the label "equal opportunity employer" but in the text of the advertisement

b. notifying interested organizations, such as Business and Professional Women, Women's Equity Action League, and Women for Change, of all openings

c. including women's colleges in the itineraries of recruiting trips

d. encouraging employees and applicants into those jobs dominated by the opposite sex

3. Publication and distribution of this plan to all personnel and interested citizenry.

B. The salaries for jobs now dominated by women (e.g. secretaries, clerks, and food personnel) shall be re-evaluated and readjusted so as to be competitive with those jobs dominated by men and requiring similar levels of skill, effort, and responsibility.

C. The job designation "maid" shall be removed and women shall be fully integrated into the other custodial ranks.

1. Women will be paid the same for equal work and will be offered the same promotional opportunities.

2. Because women have not had access to 12 month contracts, years already served by nine month employees (women) shall be considered on an equal basis with years served by 12 month employees (men) in similar job capacities regarding promotion.

3. Women presently in "maid" positions will be placed in the custodial level commensurate with their years of experience and seniority.

4. All 9 month and 12 month job categories shall be open to all persons, regardless of sex, and present female employees shall have top priority to apply for all 12 month job openings.

D. An objective, clearly defined line of advancement for all DISD jobs shall be distributed to all employees.

E. Marital status shall not be a consideration in hiring and promotional policies, and written district policy shall so indicate.

F. Employment benefits shall not be affected by sex, marital status, or parental status.

1. Fathers shall be allowed to use accrued leave of up to 10 days per year upon arrival of a new child.

2. Adoptive parents of either sex shall be allowed to use accrued leave up to 10 days per year upon arrival of a new child.

3. The District shall submit for bids a change in maternity benefits that allows a woman employer to insure herself under a "lone employee" plan. She shall not be required to enroll a spouse or other family member, or to submit proof of marital status.

CHAPTER IV.—SPORTS AND PHYSICAL EDUCATION

I. ATHLETICS¹

A. Participation—The DISD with 55,400 students enrolled in grades 8-12, maintains an athletic program which includes interscholastic competition and a Physical Education Department.

A fact sheet from DISD Superintendent Dr. Nolan Estes shows that, of 9,680 students involved in interscholastic activities—team competition between schools—a total of 8,809 participants are boys and 871 are girls. The breakdown for 1972-73 for all interscholastic sports is as follows:

| Activity | Girls | Boys | Total |
|---|------------|--------------|--------------|
| Football..... | 0 | 3,700 | 3,700 |
| Basketball..... | 0 | 1,450 | 1,450 |
| Baseball..... | 0 | 900 | 900 |
| Track..... | 0 | 1,500 | 1,500 |
| Tennis..... | 215 | 215 | 430 |
| Golf..... | 6 | 194 | 200 |
| Cross country (long distance runs)..... | 0 | 100 | 100 |
| Swimming (all programs)..... | 600 | 600 | 1,200 |
| Bowling..... | 50 | 50 | 100 |
| Soccer..... | 0 | 100 | 100 |
| Total..... | 871 | 8,809 | 9,680 |

However, of the grand total of 871 females involved in interscholastic activities, 220 are in synchronized swimming teams, which, according to a May 10, '73, Office Memo from persons in the school administration building through Dr.

¹ Information in this report was obtained from correspondence, telephone conversations and meetings with Dr. Ruby Morris, of the Pupil Personnel Services, DISD, principals of local high schools, drill team sponsors, Mr. Robert Shelton, Athletic Director, DISD, Mr. Morris Brantly, Director of Physical Education, DISD, Ms. Joanne Romaine and Mr. Chad Woolery, administrators of DISD, the DISD Athletic Manual, and personal conversations with teachers, students, and parents.

Morris' office, "are not yet ready for AAU competition." A team that does not compete with other schools' teams is not interscholastic. 195 of the remaining 380 female swimmers represent other water activities, such as Lifesaving and Water Safety Instruction courses, which are not under the athletic department nor could be considered interscholastic sports. Therefore, a true total of girls in interscholastic swimming competition is 285, rather than 600, according to a letter from Robert Shelton, DISD Athletic Director, to Dr. Ruby Morris, dated March 27, 1973.

Thus the actual number of girls in interscholastic competition in DISD is 456, rather than 871, or approximately 5% of the total number of girl students in interscholastic competition.

B. Facilities—Each high school has its own boys' gym and girls' gym, and swimming pools are available to both sexes, equally.

However, the stadiums, fields, and field houses owned by the DISD are for football, basketball, and baseball games—which exclude girls. The only uses that girls have of these facilities are in performing with the band or drill team and in their nominal use of the field houses and fields in extramural basketball and track activities. We were not able to obtain exact figures on the frequency of the girls' use of these facilities, but it appears to be minimal. Therefore, we conclude that of the approximately \$10 million listed below as the cost of these facilities, girls derive virtually no benefit.

Facilities:

| | <i>Total cost</i> |
|--|-------------------|
| P. C. Cobb Stadium and Field House----- | \$190,437.55 |
| Sprague Field and Field House----- | 2,011,858.75 |
| Alfred J. Loos Stadium and Field----- | 5,616,791.60 |
| Franklin Field----- | 76,996.24 |
| Herschel Forester Stadium and Field House----- | 1,562,502.16 |
| Pleasant Grove Stadium----- (approx.) | 100,000.00 |
| Seagoville Stadium----- (approx.) | 500,000.00 |
| | 10,058,586.30 |

In addition, a great deal of money is allotted annually to maintain and improve these facilities, improvements from which girls derive no benefit. For example, in 1972, \$891,258 was spent on artificial turf for DISD fields, used almost exclusively by boys.

C. Coaches—Sex discrimination among the coaches arises in the areas of hiring, promotions, pay and the heavy concentration of coaching activities on boys' sports.

Women coaches do not have equal opportunities for jobs, advancement, and pay, as compared to the men coaches. There are approximately 144 coaches in high schools in the DISD, 7 of which are women. Junior high schools have 92 coaches—5 or 6 are women. Of the physical education instructors serving as coaches in the elementary schools, 89 of the 217 total are women. Thus, women are concentrated in the lowest paying coaching position, that of the P.E. teacher who receives no extra compensation above the base teaching salary and no decreased teaching load. In contrast, junior and senior high coaching positions, held almost exclusively by men, receive substantial bonuses and lighter teaching loads, as indicated by the chart below for senior high coaches:

| Position | Classes | | |
|--|---------|---------------|---------------------------|
| | Bonus | Teaching load | Teaching load, off-season |
| Head coach (usually football)----- | \$2,250 | 2 | 3 |
| Assistant coach (basketball, swimming, baseball, track)----- | 1,400 | 3 | 4 |
| Assistant coach (tennis)----- | 150 | 4 | 5 |
| Assistant coach (bowling)----- | 350 | (1) | (1) |
| Assistant coach (golf)----- | 150 | 4 | 5 |

¹ Not listed.

The scale is slightly lower for Junior High coaches, with \$1450.00 as top bonus to the head coach. Coaches' travel expenses are also paid by the DISD.

A further example of discrimination in coaches' salaries is that of the swimming coaches. All competitive swimming activities are coached by men, who receive \$1400 a year bonus and a decreased teaching load. Women swim coaches

instructing the synchronized swim teams are paid \$6.00 an hour and receives no reduction in their teaching load. Though no figures are available on the amount paid these women beyond the regular teaching salary, we estimate from talking to them that they average two hours a week for approximately 32 weeks, bringing their additional salary to about \$400 a year, as compared to the \$1400 increment of the men swimming coaches.

An additional inequity in the coaches' salaries results from the lack of benefit from this expense to half the student body—the girls. This year, approximately \$342,000.00 was spent on increments in coaches' salaries or boys' sports activities, while only \$18,000.00 was similarly spent on coaching girls. (These figures are based on the previously established fact that only 5% of the students involved in interscholastic competition are girls.)

D. Athletics Manual—If there is any doubt that girls are discriminated against in the DISD sports program, a scanning of the current athletic activities schedule of the Athletics Manual will show that most of the activities listed are for boys only. The whole of the manual is directed toward boys. Even in sports that include girls, the manual often refers to the "boy" participant.

Example: page 6, Article III, Section 2. "The coach must remember that he is a living example for all the boys in the community in which he works."

Example: page 46—Press Box Regulations list those persons to be admitted to the press box with the stipulation that "women are not permitted in press box except for half-time activities."

Example: page 5. "... that the boys who have played under him are fine and more decent men for having done so..."

II. DRILL TEAM

Approximately 3690 girls participate in either drill team or band, the largest single number of girls involved as a group. P.E. credit is given by the DISD—the fact sheet from the Superintendent lists them under Student Participation in Interscholastic Athletic Activities and includes them in the total number of girls in athletic activities. However, the designation of drill team as an "athletic" activity needs examination.

Drill teams are often used as an example of an opportunity for girls comparable to football for boys. Drill teams, of course, are no more a sport or an athletic activity than are high school bands, although drill teams and bands are often listed as "auxiliary participants."

Even assuming that drill team were comparable to football, for girls to have equal opportunities, there should at least be some financial outlay for the drill team and the drill sponsor. There is none.

According to principals of 5 high schools—Carter, North Dallas, South Oak Cliff, Bryan Adams, and Hillcrest—there are no funds to support the drill teams. The girls supply their own uniforms and raise what money they can through bake sales, etc.

The drill team sponsor is paid \$3.00 an hour if the drill team practice is part of the Extended Day program, which means it must take place after school hours. Most drill teams, however, practice in the mornings before school and during first period in order to coordinate with the band's schedule, which means the drill team sponsor is not compensated for her work, while the head coach, who works with the football team, is paid \$2,250 extra for his work.

III. PHYSICAL EDUCATION

The Physical Education Department, which is separate from the Athletic Department, includes two sections:

A. Regular Physical Education courses. Sex discrimination in the P.E. courses exists in several ways:

1. Callisthenic exercises are different in kind and quantity for girl and boy students. For example, girls and boys may be required to do different kinds of chin-ups and push-ups; boys are usually encouraged to do 100 sit-ups, while girls are forbidden to do more than 50; running exercises are timed differently for girls and boys; etc.

2. A wider variety of activities is usually offered in the boys' P.E. classes than in the girls'.

3. All courses and instructors are sex segregated.

B. DISD Extramural programs.

The Extramural Program of the Physical Education Department is an after-school athletic program for grades 6 through 12, developed informally according to student demand. According to the DISD estimate, student participation is regularly 150-160,000 of the total 168,000 student enrollment, at an estimated cost of 15¢ per student. Officials, usually students, are paid \$1.65 per hour. Leaders, usually P.E. teachers or other school personnel, are paid \$3.00 an hour and are often responsible for 2 teams or more. Girls are offered volleyball, basketball, track and soccer. Boys are offered football, soccer, basketball and track.

Although sex discrimination exists in the program (such as a small minority of the officials and leaders being girls and women and the girls' exclusion from football), it is in many ways an improvement over the Athletic Department. The lower cost per student allows more students to participate, thus affording more opportunity to the average student—both girl and boy.

Also, the Extramural program appears to place more emphasis on the recreational value of sport than on the development of highly skilled athletes—a healthy balance to the interscholastic program.

IV. RECOMMENDATIONS

Both emotionally and physically, girls derive the same benefits from sports activities as boys. All that has been said in favor of team sports for boys—that it teaches cooperation, leadership, self-confidence, discipline, etc.—is also true of girls, and these qualities are as much their right as their brothers'. In addition, all reliable medical evidence demonstrates that girls are no more endangered by physical exercise than are boys, that they derive the same benefits in improved health as their male peers. Therefore, we feel that there should be no difference in sports and P.E. activities available to girls and boys, and we make the following suggestions toward a remodelling of the athletic and P.E. programs so as to offer the best opportunities possible to all our students.

We recommend that the DISD reallocate its athletic funds so as to make available a broad range of sports activities to *ALL* students—not just the male star athlete. Presently, not only girls but average boy students are discriminated against by the heavy concentration of athletic funds on activities in which only a tiny minority can participate.

We further recommend that teams and activities be available to all students equally and at the level of their ability. That is, each student would be placed on a team commensurate with her or his ability and regardless of sex. At the grade school level, such a policy would sexually integrate all sports activities immediately. At the junior and senior high level, the best teams would probably, for awhile, be virtually all male, due to the past discouragement of girls from sports participation. But female and average male students would be able to play and compete on other teams, according to their ability. And in a few years, as girls become more athletically expert, sexual integration of all teams will gradually increase.

To those who argue that girls should not compete directly in contact sports with boys because of their presupposed physical weakness, we answer that individual girls, like individual boys, would not be allowed on teams for which, after tryouts, they could not qualify. Ability should be the only requirement in each and every sport offered by the district. No rule or guideline should be changed or modified unless it applies to both sexes.

Recommendations concerning P.E. classes and extramural activities:

1. all P.E. Classes be sexually integrated
2. the assignment of men coaches to boys and women coaches to girls be prohibited
3. the same P.E. and extramural activities be available to girls and boys
4. all exercises be identical for girls and boys and that girls, as a class, not be given lower standards of performance, but that all students be treated individually, regardless of sex.

Additional miscellaneous recommendations:

1. women not be prohibited from press boxes in DISD stadiums, and no DISD team play in any stadium having this policy
2. the Athletics Manual be revised so as to clearly include both sexes on an equal footing
3. more effort be made to obtain qualified female coaches, and non-sexist guidelines be established for their recruitment (An applicant for a P.E. instructor's job, who stated in her resume and interview for the job her desire to coach in many areas, was asked by the interviewer, ignoring all other specified interests, if she was interested in drill team)

4. women coaches be given equal opportunities for promotion and equal pay for their work
5. the DISD administration take the lead in raising the consciousness of male coaches to the needs and abilities of female athletes
6. an aggressive attempt be made by the administration to interest girls in sports activities from which they have previously been excluded or discouraged from participation.

CHAPTER V.—GENERAL RECOMMENDATION

General Recommendation from the Dallas Women's Coalition: that the DISD hire a woman active in the women's movement and knowledgeable about these issues as "ombudswoman" to oversee all aspects of the school system's compliance with Title IX of the Education Amendments of 1972.

RELEVANT LEGISLATION

1. Title IX of the Education Amendments of 1972 states that "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance." The penalty for violation of this law is the loss of all federal funds. For the school year 1972-1973, DISD received \$5,096,846 in federal monies.

2. Title VII of the 1964 Civil Rights Act forbids discrimination in employment on the basis of race, color, creed, sex, or national origin. The Revised Sex Guidelines for Title VII cover, among other things, hiring, recruitment, promotion, pay, pregnancy policy, insurance coverage, and retirement leave.

3. The Equal Pay Act of 1963 requires employers to pay women and men employees the same salary for jobs requiring similar amounts of skill, effort, and responsibility.

4. The Equal Legal Rights Amendment to the Texas Constitution states that "Equality of rights under the law shall not be denied or abridged because of sex, race, color, or national origin."

5. Article 6252-16 of Vernon's Texas Civil Statutes, popularly known as the Civil Rights Act and amended in 1969, prohibits, among other things, discrimination in employment, use of facilities, or participation in any program by the state or any subdivision thereof on the basis of the person's race, religion, color, sex or national origin.

Mrs. FRASER. I come to testify with some personal experience with various kinds of public schools. I myself rode a school bus from elementary to public high school. My children attended school here in Washington and in Minneapolis.

Free public education is one of the underpinnings of American democracy and is an important factor in our economy. But our educational system has given boys and men first place long enough. Traditionally, we have looked at the education of girls as a kind of life insurance—something they need "just in case"—just in case their husband can't support them, in case they can't find a husband, or in case they need to support themselves while looking for a husband.

It is WEAL's position and our goal through this legislation to help educate each and every child—male or female, rich or poor, black or white—to be self-sufficient, self-confident, and capable of self-support.

We want children to be educated as individuals, not as assigned members of a group.

Discrimination in education starts in kindergarten or even before in preschool. Therefore, WEAL is now working on elementary and vocational education. We have been noted primarily for our work in higher education up to now. We are the group that has filed charges of sex discrimination against over 300 colleges and universities.

Before I talk about elementary and secondary education, I want to make one short plea for people to think of education not as just something concentrated in the first quarter or third of one's life. It should be a lifetime process. Training and retraining as well as education for personal growth and pleasure should be available to all people regardless of age, sex, race, creed, or national origin. To tell a person they are too old to learn is to tell them they are dead; to tell them they are too old to change careers or be retrained is to admit a rigidity that should not be supported with public funds.

I think my own university, which is the University of Minnesota, has been criticized as have others for men as well as women telling people when they came back in their 40's, sorry, you are too old.

One of the reasons WEAL is concerned about age discrimination as Mrs. Mink indicated, is that we realize many women do take time off from working outside the home to have and raise children. Thus, there are often breaks in their education and in their working careers.

But labor statistics will show that most women, over 90 percent, work outside the home at some time during their lives, and that currently women are 38 percent of the work force. Over 40 percent of the women over 16 years of age are in the work force. Many of them are married and many have children under 18. More than half the children in school today have mothers who work outside the home.

Thus, it is not even accurate, to say nothing of honest, to expect little girls to become only housewives and mothers. They do much more. They are workers—inside and outside the home. They are citizens and they deserve equal treatment before the law, on the job, and in our schools.

This is not to say that being a housewife and mother is a bad thing. Frankly, I like raising little kids and I hate housework, but I am not one of those who says you are not a good person unless you are out working.

What women contribute to society in volunteer work and others is as important as bringing home a paycheck. But bearing and raising children takes only a very small part of a woman's life these days—on the average about 10 years from the birth of the first child until the last child goes off to school. And 10 years out of a woman's life is not a very long time.

To illustrate, I often tell a story about my grandmother. The last child went off to kindergarten some 50 years before she died. She spent—even with 13 kids—more years of her life working outside the home than she did at home with children. And though her great-granddaughters—girls in school today—will not have 13 children, they too will live a long time and many of them will spend the greater part of their lives working outside the home.

Our schools must begin to deal with the reality of people's lives, not with stereotyped or idealized concepts of life. That's what the legislation we are discussing today is about.

I am sure many people will talk about them. I am interested that the popular magazines are now picking this up. I think we are going to get some place.

The reason we need this legislation is that publishers have their books on the market and they are reluctant to put out anything new. In the Parade article I quoted, Macmillan says they are going to use

new artwork. But the publishers go on to campaign that it takes half a million dollars to launch a new series and a few millions more before the publishers make a profit. They are not willing to make any new series or overhauls, I don't think, unless we have this legislation.

I have long quotes in here from an article in the *Wilson Library Bulletin* and they talk a fair amount about the California textbooks. Apparently there the state orders the books and they are used throughout the State in every school. Again they illustrate the same things as Mrs. Mink pointed out.

I have often been worried about the treatment of females, I think when you make jokes about somebody you are saying something. Too often in school, females are the butt of jokes. In social studies textbooks, again, the image of woman is that women serve people or help men do the important work. Man's work requires more training, men direct people, and plan things and make decisions. At meetings men are always the speakers, well, not always, sometimes in political meetings they are women. Men make the money and are the most important members in the family. Rarely are men and women working together or seen in equally competent roles.

I think the important thing that children should learn is that men and women should be partners in this society, not master and servant.

Dr. Key points this out in the literature, that males paralyze when a rare female makes a constructive suggestion. Likewise females are not trained to take their share or hold their own in decisionmaking interchange. There are no linguistic models in this early literature for females to take active parts in the dialog nor the males to respond with dignified acceptance and a willingness to listen.

I wonder how girls can emerge from school with any self-confidence or much self-respect with the image that is portrayed in textbooks.

Others will talk about textbooks, but I would like to give a personal observation because I think if one does it oneself it makes more of an impression.

I do appear on TV and I thought well, I had better have some props, so I asked my 10-year-old to bring home some books. I was mentally prepared to have the findings I read about confirmed. But I was shocked. Every mother in this piece—and they sent me this series so I had readers from the first to fifth grade—every mother in the piece was washing dishes and if she got into trouble, the boy bailed her out. I remember one story of a flood where the boy rescued his mother. She couldn't do a thing. A little girl invented a recipe by making everything wrong. She just couldn't do anything right. Boys are the smart ones in the book and had all the things. Husbands drove the wives to the bus stop so that they could go shopping.

In almost all the schoolbooks, women are not pictured driving a car. The readers actually are about two generations behind the time. The need for new texts and materials is obvious. The publishers admit they are not going to do it until it becomes profitable and the old books are worn out.

Even if publishers were interested in doing nonsexist textbooks, I have heard it said by educators and administrators that it takes about 5 years to get a textbook from writer to child. At that rate, if the writer was working now, today's kindergartener would be in fifth

grade, the fifth grader in high school and the high schooler in college or out working before the text got to class.

This is why the bill before you calls for development and dissemination of new materials. We do not have time to wait for the private sector to find them profitable and produce them.

Teachers need supplementary materials and they need to be taught how to use them. For I fear not all teachers are as creative or as aware as Ms. Anne McEvoy Schmid who explained in a recent issue of *American Teacher* how she developed her own nonsexist curriculum. One method she found enlightening was criticism of existing terms. She said one day she read "What will I be from A to Z," a soft-cover career guide for primary pupils that shows women performing 6 out of 20 jobs: homemaker, librarian, nurse, office worker, teacher, and violinist. In the discussion that followed, we decided which jobs could be performed by women and discovered that all, with the possible exception of quarterback, could and should be handled by women. I felt pretty good when I saw a mother later that afternoon and she told me her son had come home and said, "Guess what? We found out today that girls can be judges."

The teacher goes on and gives some illustrations of the things she did. She said they could not find visual aids. I have yet to see a poster-sized picture of Susan B. Anthony, and while I was able to get a beautiful poster of Sojourner Truth, the well-known abolitionist and feminist, it was only because I happened to be in a small, out of the way bookstore and saw it there. I am also unable to get big pictures of women doctors and dentists, suitable for wall or bulletin-board display along with a reminder to visit your doctor or dentist twice a year or whatever. Pictures of women doing jobs formerly done by men are sorely needed for display in elementary schoolrooms. It is our job to provide suitable role models.

Feminism in education is more than material; it is a point of view and an attitude that permeates the entire curriculum and affects nearly every aspect of teacher-pupil behavior.

Our WEAL group in Dallas made a study of sex stereotyping. I was interested in the history books and maybe because I am a politician's wife this caught my eye. They quoted from "The Adventure of the American People," a Rand McNally book, which came out in 1972, a history text has only two mentions of Eleanor Roosevelt. One says:

In the same year he wed a distant cousin, the gifted and energetic Eleanor Roosevelt. (She was given in marriage by her Uncle Theodore, the President of the United States, who had come from Washington for the occasion.)

* * * And he and Mrs. Roosevelt showed warm sympathy for people of this minority.

I think the message girls get is that in this country you make it by marrying an important man.

It goes on, another quote from this history book:

The women's club movement grew stronger after the beginning of the century as the "weaker sex" attempted to put its increasing leisure time to good work.

I think statements like that are the reason that women are rebelling a little bit about volunteer work like we do it to keep busy or something. That is an aside, but I think that is part of the problem.

Our Dallas group recommends:

Provide a workshop, seminar, and/or staff development program for librarians to provide information on sexism in books, recommended supplementary materials, and other educational aids.

Allot funds for the generation and purchase of presently available nonsexist curriculum materials.

WEAL believes that passage of this bill would help carry out these fine recommendations. In section 4(c)(4) funds are requested to be made available for preservice and inservice training programs, and in (c)(5) for group conferences, symposiums, seminars, and institutes.

All of us are victims or products of our own past, of our own education and our own socialization. Today's teachers have not escaped the sex-role stereotyping and socialization which is described here.

I must say feminists like myself have not escaped. Every once in a while my children catch me in a sexist expression. Teachers must be made aware of their own sexist biases; they must be trained and re-trained to treat students as individuals with potential to learn and not as males and females with roles to play. Preservice and inservice training institutes and seminars have become accepted in the civil and human rights field.

In our State of Minnesota teachers are required to take some human rights courses and we are beginning to add courses on sexism. But there ought to be a lot more of them. Fellowships, conferences, seminars, and institutes must be developed to work out new course materials and curriculum showing the positive contributions of women to society and the reality of women's lives in the past, present, and future.

Our teacher training institutions must be encouraged to de-sex their courses and curriculum, bringing women into the mainstream and into equal partnership in education. They must quit considering teachers—female—as the servants of the system and administrators—male—as the executives and policymakers for the system. First, priority should be given to educating children.

A major goal of education is to prepare the individual for the world of work—inside and outside the home—and for a vocation which will make that individual capable of self-support.

Domestic work and the care of children is socially valuable and necessary work. People should be taught to do it well and have a respect for it. To be able to take care of food, clothing, and housing is a necessary set of skills. All children should learn these self-sufficiency skills. This means that the traditionally sexually separated course of home-ec and shop or industrial arts must be integrated and updated. This is a machine-oriented society and both boys and girls need to know how to operate and take care of machines.

Boys and girls also need to know something about the purchase and preparation of food, something about nutrition, the care of their clothing, and how to clean up after themselves. Consumer education is also necessary in this day when we buy everything. Typing is a valuable skill. Every child ought to be taught to type in the upper elementary grades; it should come right after handwriting, or penmanship. Teaching typing as a word skill, as a machine skill, and as a vocational skill would be a great asset to thousands of children.

But instead of training all children in these skills, our schools have been assigning these skills on the basis of sex. That is stupid and wrong and a waste of manpower.

WEAL is grateful for the antisex discrimination provisions in title IX of the Education Amendments of 1972, which starts out:

No person in the United States shall, on the basis of sex, be excluded from participation in, denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance.

Those words are music to the ears of every feminist in this country. And we hope that this subcommittee will make sure that HEW carries out the provisions of title IX. We are anxiously awaiting the guidelines for implementation of this legislation.

But still we need this act—the Women's Educational Equity Act—to help make nondiscrimination a reality. We need, for example, some creative thinking about, planning for, and counseling in vocational and career education. I have a great fear that this new thing—career education—is simply old stereotyping under a new name. And I am going to cite the Washington, D.C., schools as an example, not because they are any worse than others, but rather because I think they are somewhat typical.

WEAL wrote a letter this past spring to the D.C. Advisory Committee for Vocational Education pointing out that title IX had been passed and did apply to vocational schools and asking what plans the schools had for desexing the schools. In response we got telephone calls explaining that in 5 or so years they would have a career development centers and that anyway girls really wouldn't want to go to schools where they were the only girls.

I said, "OK, send me your course list of what you are offering next fall." I got it and in Washington, D.C., where 56 percent of the women work outside the home, these are the girls' choices of vocational courses. We have five vocational schools, two listed as girls' schools and three are men's. Girls can take accounting classification, business, cooperative retailing, cost methodology, foods, health occupations, home-ec, music, nursery assistant, practical nursing, shorthand, and typing, surgical technicians, or trade dressmaking.

The boys have three schools with courses ranging from agriculture to watch repair.

After our memo, the schools sent out a letter saying girls will be admitted to these other schools if they can prove they have a special interest. I wondered if a girl, and I wondered if boys had to prove they had a special interest to get in these classes.

Under the boys schools are commercial art and a number of others that I thought were perfectly normal things for girls to be in and yet they are limited to boys, office machines, photography, printing, et cetera.

Well, I don't want to pick on the District of Columbia schools. That would not be fair. But I think this is typical of vocational schools.

In our own State of Minnesota, where we have post-high-school vocational and technical training, people tell me that the women are again counseled into the typical female occupations, even women who have to support families, and the men go into or are counseled into the other occupations.

In Waco, Tex., our WEAL group did an excellent analysis of sex-discrimination in the Waco public schools. Among their findings were:

Sex and race discrimination in the area of student course assignments. The Waco school district, by dictum, "counseling," persuasion or lack of alternatives,

requires girls to enroll in hairdressing (minority girls only), cooking and sewing classes. Boys are similarly placed in auto mechanics, woodshop, repair and construction courses.

The report goes on to state that an educational consultant testified in Federal court that Waco homemaking courses appeared to be training minority girls to be maids and waitresses.

This is still another example of assigning a place in the world on the basis of sex or race.

Discriminatory or outmoded tests should not be used to steer students toward specific occupations either.

I think another person will testify about the Strong Vocational Test which I first learned about from a young high school neighbor (male). To redo that test will take millions of dollars unless somebody provides some help or money to desex these tests. I understand Mrs. Schlossberg will talk about this.

Section 4(c)(15) of the bill calls for training, education, and employment training grants for unemployed and underemployed women. I think this is terribly important.

The recent issue of "Manpower" has a good article on the training or retraining of women for nontraditional jobs. It is about making women the breadwinner or something like that. It has some excellent ideas for good vocational training of women. But we do need this very much.

Many, many women are supporting families. They need to be able to find jobs. They need to be trained for jobs that will pay them enough to support that family. I am sure other will talk about sports and physical education.

Our WEAL group has done a number of studies. It seems there is a ratio of 10 to 1. They will have programs for sports and there will be about 10 boys to 1 girl in these programs or the money will be allotted about at that ratio.

This is tax money and I just don't think that is fair.

In Dallas, 8,809 participants are boys, 871 are girls.

In my own city of Minneapolis, I am told that we spend more to outfit one football team for 1 public high school than we do for all the girls sports in all 11 public high schools in the city of Minneapolis. I maintain that is not quite fair.

I think this is going to be a tough one. People feel very strongly about sports. I am not convinced we are going to be able to have girls competing with boys. This will end up with all boys teams anyhow, so we are going to have to figure out something.

I think under this bill there are conferences and institutes and work on this being done.

Women in administrative positions is my last point.

Our WEAL group in Minnesota has been challenging local school districts over the number of women in administrative positions. The Minneapolis Tribune of Wednesday, June 27, 1973 says:

Joyce Jackson became a member of a select group—female secondary school administrators—when she was named principal of Central High School.

"She is one of three women in the Minneapolis School District to be an administrator of secondary schools. Betty Jo Webb is an assistant principal at Ramsey Junior High. Rachel Leonard was named Tuesday to be assistant principal of Olson Junior High.

"Last month, the Minnesota Division of the Women's Equity Action League (WEAL) accused 31 metropolitan school districts of sex discrimination in the employment of high school administrators.

"At that time, Minneapolis had one woman administrator, and the only other district to have any women in secondary administration jobs was North St. Paul-Maplewood, which has an assistant principal.

"A study by Clifford Hooker, professor of educational administration at the University of Minnesota, showed that of 2,632 Minnesota school administrators, 202 were women, and most of them are elementary school principals. His study earlier this year showed there were no women school superintendents.

"Mrs. Jackson, named to the Central High School post earlier this month, said, 'Only in recent years have women been encouraged to go into administration. Secondary school administration has not been perceived as a role for women.'"

Mrs. Jackson is unusual, as the story indicates, but the situation is not. Minnesota's situation is typical. Men are the executives in schools, women are the teacher and the kids get the message.

We need men teachers and women executives. We need to show the kids, not just tell them, that sex-assignment is wrong. This means, however, that our colleges of education all over this country are going to have to change. It may mean we will need seminars and short courses in school management for teachers so they can move into administrative positions, if they like.

I should not say up into administrative positions, because I happen to think teaching is probably even more important than administration, but we need to integrate. We need more men teachers and more women administrators.

The goal of education should be to give individuals skills and information so they can make choices about their lives; schools ought to be helping individuals develop their full potential; each child ought to have equal educational opportunities in our public school system.

Some may argue that title IX is enough, that prohibiting discrimination will end discrimination.

WEAL argues that this legislation—the Women's Educational Equity Act—is an affirmative action plan with money to make it work. It is positive legislation aimed at changing old habits and instituting new ideas, materials, and ways of doing things.

If title IX is enforced and this legislation passed and financed eventually we should have equality of opportunity between the sexes and we would no longer need this legislation.

When all children come out of school self-confident, self-sufficient and self-supporting, then this legislation can self-destruct.

Thank you.

Mr. HAWKINS. Thank you, Mrs. Fraser, for a very excellent statement. We have just one or two questions from the Chair.

You deal with the subject of vocational courses in the schools. To what extent is the decision a voluntary one and to what extent is it a telling fact that girls take certain courses and boys take others?

In other words, the courses which you indicated as being listed at some of the schools, would it have been possible for one of the girls to have selected, let's say, auto body and fender repair if she had wanted to? To what extent was she compelled to accept that course or not to select that particular one?

Mrs. FRASER. What the memo said was that the girl had to prove a special interest and a real interest in this course before she would be admitted and the man I talked to kind of "pooh-poohed" the idea that any girl would want to do this, that it would just be too difficult.

My point is not that vocational education shouldn't be voluntary, but girls too often are counseled out or steered out of occupations that they might otherwise be interested in.

Mr. HAWKINS. Would it also be true that the choice may to some extent depend on what the person anticipates, that is, a girl would anticipate that even if she selected certain courses that she would not be allowed to, let's say, to qualify for a job or that she would be rejected by the employer because of the fact that she is a girl?

Mrs. FRASER. Well, I think that is a factor, but if we accept that, nothing ever changes.

Mr. HAWKINS. The other question is this: You indicated that certain textbooks were discriminatory, that the publishers base their decision not to reprint purely on the cost factor, that it would not be profitable to revise the textbooks.

Do you think that this is the sole reason or is the reason much more complex than that, the curriculum commissions and others in education also influence textbooks, that there are a lot of political implications involved other than merely the cost factor?

Mrs. FRASER. I would guess we are coming along far enough that a lot of publishers must be aware that they are being criticized and that they ought to change and if they are not aware of it yet, they will shortly be.

I think it is pretty much money. I guess I don't see much else because they are so old fashioned.

Mr. HAWKINS. Thank you.

Mrs. Mink.

Mrs. MINK. I certainly want to join the chairman in commending you for the comprehensiveness of your testimony, Mrs. Fraser. I am sure that your contributions to this hearing will be extremely significant in the final development of our legislation.

It is my own personal feeling in regard to the many problems you have discussed: The older woman wanting to return to college, the problem of vocational choices, the difficulties in universities and promotions to executive responsibilities, that because our colleges are so difficult to deal with as instruments of change, this legislation tries to concentrate in such areas where changes can occur like curriculum and the way in which curriculum is presented. Such changes will not only affect the children who will be in the classroom, but it will have a profound effect on the teacher who is confronted with this new textbook, with new ideas portrayed in the text, in the pictures and in its presentation. This is one way in which the system can come to realize how it has been contributing toward the perpetuation of these sex stereotypes.

I would like to put a question to you in terms of textbook revision. Where do you place it in terms of priorities. Do you consider this as important or do you think that some of these other areas that you have discussed are of equal importance or more important? Is this notion of textbook revision really critical to the overall idea of equity in educational presentation?

Mrs. FRASER. I think the textbook revision is critical, but I accept the fact that it is going to take a long time so we have to do other things in between.

In terms of priority, yes, I would have three. The first would be supplementary materials, so that to counteract, or whatever, the textbooks until we get new ones.

I think it would probably be foolish for me to come here and say tomorrow every school system in the country has to buy new textbooks. From a fiscal point of view that wouldn't work. The second one is the inservice, the retraining of teachers, sensitizing of teachers. Just as we did with race, I think we have to do it with sex.

I think it can be done because I have a great respect for teachers and I think they want to help kids.

The third priority I would put is the whole business of vocational education. There are just too many women in this country not trained for jobs that will make them capable of self-support. We have to accept the fact that there are a lot of women who are going to be supporting families. That is growing.

So those three, supplementary materials, retraining for teachers, and desexing vocational education would be my priorities.

Mrs. MINK. Thank you very much.

Mr. HAWKINS. Mrs. Chisholm.

Mrs. CHISHOLM. Thank you, Mr. Chairman.

I only have one question I would like to ask you. Granted the fact that there would be a change in your curriculum and textbook materials, wouldn't you say that in order to begin to reverse attitudes, you must have some kind of posteducational sessions for those who are administrators and supervisors in your institutions. Even if they have said materials, the fact that many of them have been in these supervisory positions over a period of anywhere from 10 to 20 years, doesn't necessarily mean that they are going to be committed to this new concept. So it seems to me that the materials are not enough, that you would have to have some posteducational training. Wouldn't you agree?

Mrs. FRASER. Yes. I don't think it has to be very long. It can even be rather informal and in terms of time, maybe a month, I mean, have a session 1 month and a couple of months later and so on. Once people have started to be sensitized they can almost sensitize themselves and you get a group action going.

So I agree, I guess I left that out, that sensitizing the administrators and the supervisory people and the people in charge of curriculum is terribly important.

Mrs. CHISHOLM. Just one last question. Would you say on the basis of your knowledge or your contacts in this field that perhaps we need to take a very good look at the kind of counseling training that is being given in our institutions today?

Wouldn't you say that this would be necessary since the guidance counselors who are giving a sense of direction to the young people have ingrained feelings about this?

Mrs. FRASER. Yes. I skipped over that part in my testimony. It is important and I think vital. I also think that we maybe ask counselors to do too many things. My own kids would come home and say the counselor is too busy or all the counselor does is OK transfers between transfers.

I think too many times our counselors are clerks and not counselors.
Mrs. CHISHOLM. Thank you.

Mr. HAWKINS. Thank you again, Mrs. Fraser. Your testimony has been very valuable to this committee.

The next witness is Dr. Bernice Sandler, director, Project on the Status and Education of Women, Association of American Colleges.

STATEMENT OF DR. BERNICE SANDLER, DIRECTOR, PROJECT ON THE STATUS AND EDUCATION OF WOMEN, ASSOCIATION OF AMERICAN COLLEGES, WASHINGTON, D.C.

Dr. SANDLER. Thank you very much.

I ask that my written testimony be printed in the record since I will not read it all this morning.

Mr. HAWKINS. It will be entered in this record at this point.

[The statement referred to follows:]

STATEMENT OF DR. BERNICE SANDLER, DIRECTOR, PROJECT ON THE STATUS AND EDUCATION OF WOMEN, ASSOCIATION OF AMERICAN COLLEGES

I am Dr. Bernice Sandler, Executive Associate and Director of the Project on the Status and Education of Women at the Association of American Colleges. Formerly, I was the Chairman of the Action Committee of the Women's Equity Action League (WEAL) which was instrumental in bringing about federal enforcement of Executive Order 11246 regarding sex discrimination in universities and colleges. I am a member of the Board of numerous women's organizations, including WEAL, and I am also a member of the Advisory Committee on the Economic Role of Women to the President's Council of Economic Advisers. I am also a former Visiting Lecturer at the University of Maryland, and a former Educational Specialist, working on women's rights, with the House of Representatives' Special Subcommittee on Education.

Discrimination against women and girls in our educational institutions is real and not a myth. Until the last few years it has gone unnoticed, unchallenged and unchecked. Indeed in 1970, when the first charges of a pattern and practice of discrimination were filed against colleges and universities, there were no laws whatsoever forbidding sex discrimination in our schools and colleges. Women students and faculty had no legislative protection; only Executive Order 11246 applied, and that covered only institutions with federal contracts.

It was not until 1970 that any Congressional hearings were ever held on the subject of sex discrimination in education. Representative Edith Green's hearings before the Special Subcommittee on Education documented a massive and extensive pattern of sex discrimination in over 1200 pages of testimony.

One of the least noted achievements of the 92nd Congress, however, was the legislative "explosion" concerning sex discrimination in education. Title VII of the Civil Rights Act (which covers employment) previously excluded educational institutions; in March 1972 that exemption was removed with the passage of the Equal Employment Opportunity Act. All institutions, public or private, and regardless of whether or not they receive federal assistance, are now covered by Title VII. Similarly, Title IX of the Education Amendments of 1972 contains provisions protecting students and employees from discrimination on the basis of sex in all federally assisted education programs. Title IX also removed the exemption for professional, executive and administrative employees contained in the Equal Pay Act of 1963, so that women faculty are now covered. Moreover, in October 1972 the Congress extended the jurisdiction of the U.S. Commission on Civil Rights to include sex discrimination. The Congress has clearly mandated a national policy to end sex discrimination in education.

With the passage of Title IX, many of the overt forms of discrimination are now prohibited by law—discriminatory admissions is forbidden;¹ all courses in coeducational schools and colleges must be open to all students on the basis of

¹ Private undergraduate colleges and all single sex undergraduate colleges are exempt from the admission requirements of Title IX. However, they are not exempt from the provisions forbidding discrimination after admission.

their abilities and not on the basis of their reproductive organs; differential regulations, policies and practices are forbidden; equal access to all programs and facilities is now a matter of national policy and legislation. But much of the discrimination that young girls and women face goes beyond the matter of official policies and practices.

Our young women, even when allowed equal access will still face a pervasive pattern of sex discrimination. Our schools, like the rest of society, are caught in a web of outdated attitudes, stereotypes, and assumptions about women. Despite the fact that women are now more than 40% of the work force, our schools still operate as though *all* women marry and quit work. Our young girls are not encouraged to think as part of their future lives, although most of them will work for 25 years or more, regardless of whether they marry, have children, or take time off for childrearing.

From the time a young girl enters school she learns more than just reading, writing and arithmetic. Her textbooks are far more likely to be written about boys and men; girls and women are rarely major characters. She will read about boys who do interesting, exciting things: they build rafts and tree houses; they have challenging adventures and solve problems, and they rescue girls who are "so stupid" that they get into trouble. One typical book pictures a 14-year-old girl standing on a chair, screaming because there is a frog on the floor; her 8-year-old brother rescues her. When girls appear in books, they are passive: they watch, they read, they dream, and are incapable of solving the most elementary problems. About the most exciting thing that girls do in books is help mother with the dishes or take a trip to the supermarket.

Although half the mothers of school-age children now work (and one-third of the mothers of pre-schoolers also work) mothers in children's books all stay home and usually wear aprons. They are a somewhat 'crabby group, always entreating their children to be clean and to be good, although they are warm and loving when children are hungry or ill. Women are simply characters in children's books; they have no interests beyond children and home: they rarely even drive cars; and they too are incapable of solving even the simplest of problems, like finding a box for a kitten, or mending a simple toy: all problems are deferred "until Daddy comes home."

Even arithmetic books—a seemingly neutral field—are riddled with sexual stereotypes that cripple our young girls. A sensitive 9th grade girl, Ann MacArthur, in a Maryland junior high, analyzed her algebra textbook and noted many examples² in math problems, such as: boys and men deal with large sums of money, make large purchases and invest their earnings. Girls and women deal with smaller sums, such as the amount necessary to buy butter or eggs. Men and boys do interesting things: they build a road, paint a barn, ride bicycles and paddle canoes. The problems that females deal with are almost always in the home: they measure materials for a blouse, and are concerned with "improbable and impractical age problems", such as: "Janet being $\frac{1}{2}$ as old as Phil." Women have no occupational role other than housewife or club member.

I could go on and tell you more about half of our population, our girls and women, and how they have their lives and talents and aspirations crippled by a society which sees them as second-class citizens. I could tell you of well-meaning teachers and counselors who tell our young women that most fields are "too hard for a female," or who tell young women "not to worry about a career because a pretty girl like you will get married." I can tell you of a second grade teacher who told a parent not to worry about a bright girl who was bored in school, because "after all, she'll only be a housewife." And I can tell you of teachers who tell their students that boys are better in math, which becomes a self-fulfilling prophecy, even though there is no difference in math achievement in the early years of grade school.

I can tell you, too, of professors who tell their women students that women shouldn't be professionals; who discourage women students from considering graduate work, and I can even tell you of professors who ignore women students in their class, or make "jokes" about how the "girls" wouldn't understand "what we men are talking about. I could tell you about the "under achievement" of women, which is a national scandal. For too many women, education produces a sense of inferiority.

Half of the brightest people in our country are women, yet the average woman with a bachelor's degree who works full time earns about the same median in-

² As reported in the Women's Studies Newsletter, No. 4, Summer 1973, p. 2. (Feminist Press, Box 334, Old Westbury, New York 11568).

come as a man who is a high school dropout. No nation can long afford to waste half of its resources; yet that is precisely what is happening throughout our society now. If we are to begin to remedy the inequities that women face we will need a massive program to counteract the biases that women face.

H.R. 208 would help develop new programs for women and girls at all levels, programs which would help women overcome the disadvantages of being raised in a society where they are not given the same opportunities that are the birthright of their brothers.

Much of what happens to women and girls is unconscious and not deliberate but that does not make it hurt any the less. H.R. 208 would allow for the development of materials, training programs and inservice programs to help our educational personnel fulfill their obligations and new responsibilities toward our young women and men. The bill would encourage the development of all sorts of programs—programs designed to encourage young women to enter study areas and jobs from which they have traditionally been excluded; model programs in providing physical education, evaluation and development of textbooks and curriculum; reach-out programs for poor women, unemployed women, older women.

Specific attention also needs to be given to minority females. Too often many of our minority programs have been aimed at minority *males*, and too often, our programs aimed at women have focused on *white* women. For example, textbook publishers have made a special effort to show picture of blacks and other minorities in prestige positions; minorities now appear in books as doctors, judges, engineers. But these pictures and stories are almost exclusively limited to minority males. It is a disservice to hold out encouragement for higher aspirations to male children only. H.R. 208 specifically allows for programs to be developed for minority females of all cultural and ethnic groups.

RELATIONSHIP OF TITLE IX OF THE EDUCATION AMENDMENTS OF 1972 TO H.R. 208

Title IX ~~forbids discrimination~~ on the basis of sex in all federally assisted education programs, but it will not create new programs for direct assistance to women. For example, Title IX prohibits a school from denying girls admission to an auto mechanics course. However, it would not provide for a new program to be designed to directly encourage girls to take the course, or to train counselors to advocate the entry of girls into such a course, nor would it train the instructor to deal fairly with the new female students. To merely end discrimination is not enough; new programs are vitally needed to deal with the new issues arising as discrimination ends.

Why is a Separate Bill Necessary? Can't the Same Things Be Done By Already Existing Programs?

In HEW and in the U.S. Office of Education are numerous programs within which funding for specific activities concerning women might well be funded. The likelihood of any substantial effort for developing women's programs by OE is very small, considering OE's past history. In November 1972 the Commissioner's Task Force on the Impact of Office of Education Programs on Women issued its report "A Look at Women in Education: Issues and Answers for HEW." The report is damning, particularly when one notes that it was prepared *by OE personnel* who are thoroughly familiar with the problems of OE programs. The following quotes are from the Report:

Throughout the agencies [OE and NIE], the Task Force found little understanding of educational awareness . . . Unless equal opportunity for women is made a priority, neither agency is likely to sustain major changes. (p. 66)

. . . it is abundantly clear that education contributes its share to the exploitation of women. Through its system of formal education, society should seek to nurture young minds and to open doors to lifelong opportunities. On both counts, education is failing the female sex. (p. 21)

OE funds help to support the many discriminatory practices that make it particularly difficult for women to gain access to the education they want. (p. 32)

The Report, which is 141 pages long, examines virtually every program within OE, NIE, and OCR for women, documenting how government activities, programs, policies and practices ignore the problems of women. Specific recommendations were made, and eventually various heads of administrative units were asked to respond to the recommendations. To the best of my knowledge, these recommendations have not been officially accepted, nor implemented, nor has a date been set

for future implementation. It is clear that, without a specific mandate from the Congress, such as that contained in H.R. 208, very little will be done by OE on its own initiative.

Moreover, the categorical programs supported by HEW have their own priorities: the aim of the vocational education program, for example, is not to help women but to support vocational education. With the substantial budget cuts being implemented throughout HEW, the most favored programs of administrators are those most likely to be funded, with women's programs given a low priority.

It is also important to note that many programs are funded because of personal contacts. This is not to imply that the programs do not have merits, but only that being part of the "old boy" network (the informal) relationships of old friends and acquaintances) is sometimes useful in getting government funding. Women are largely excluded from this network: they are not the administrators, they rarely serve on review panels, or advisory committees, and are not often used as consultants to programs. Education may be known as a "women's field" but women are not part of the network that is involved in determining policy and practices. With a specific bill for women's programs, more women would enter the informal network, and have the opportunity to affect other policies and practices.

What is needed is a "cross-cutting" approach, a program that would override narrow categorical aims, a program that would indicate commitment at a national public policy level. And this is what H.R. 208 would do.

Would H.R. 208 Conflict with the Equal Rights Amendment When Ratified?

The Equal Rights Amendment would forbid discriminatory practices and policies by federal, state and local governments. It would make sex a "suspect" classification in the same way that race is a "suspect" classification under the 14th Amendment. The question may then be raised as to whether activities funded by H.R. 208 would be "preferential" treatment and violate either the Equal Rights Amendment or the 14th Amendment.

The courts have held that when shaping a remedy for race discrimination, "present correction of past discrimination is not preferential".³ Case after case has upheld affirmative action measures as a proper and equitable means of relief.⁴ In numerous school desegregation cases, affirmative correction programs of a far stronger nature than those contained in H.R. 208, have been implemented by the courts.⁵ Mere non-discrimination is not enough; concerted effort is necessary to remedy the effects of past discrimination.

Under the strict scrutiny utilized to determine discrimination concerning a suspect classification, it might well be argued that there is a "compelling national interest" to remedy the effects of past discrimination. This argument would justify having sex-based remedial programs for women under the Equal Rights Amendment. Moreover, when a classification which is usually deemed onerous (i.e., race, sex) is used to remedy past deprivations, a lower standard (i.e., "reasonable" or "rational basis,") may be used. In *Katzenbach v. Morgan* (384 U.S. 641 (1966)), the court upheld the use of the "reasonable" basis test on the ground that remediation of past inequities was involved, even though it involved a benefit based on race.

H.R. 208 (Section 2(c)) contains a provision that men could not be excluded from any of the programs funded by the bill, and we welcome this.

Moreover, there is Congressional precedent to justify the programs that would be undertaken by H.R. 208. Under Title IV of the Civil Rights Act of 1964, the Commissioner of Education is empowered to render technical assistance to public institutions preparing, adopting and implementing desegregation plans. The Commission is also authorized, through grants or contracts with institutions of higher learning, to operate short-term or regular session institutes for special training to improve the ability of teachers, supervisors, counselors and other elementary or secondary school personnel to deal effectively with special educational problems occasioned by desegregation. The Commissioner is also authorized to make grants to pay in whole or in part for the cost of teacher and other

³ *Jones v. Lee Way Motor Freight, Inc.*, 431 F2d, 2 FEP Cases 895 (10th Cir. 1971), cert denied 401 U.S. 954, 3 FEP Cases 193 (1971); and other cases.

⁴ See, for example, the 1973 "Statement of Affirmative Action for Equal Employment Opportunities" by the U.S. Commission on Civil Rights, and "Technical Comment No. 1," International Association of Official Human Rights Agencies, 1625 K St., N.W., Washington, D.C. 20006, September 1972.

⁵ See, for example, *Swann v. Charlotte-Mecklenburg Board of Education*, 402 U.S. 1 (1971).

school personnel inservice training in dealing with problems incidental to desegregation and employing specialists to advise in problems incidental to desegregation.

Title IX of the Education Amendments of 1972 amended Title IV to include sex, so that statutory authority for some of the programs covered by H.R. 208 already exists, although no funds were appropriated for these purposes.

However, H.R. 208 recognizes that the problems of women are not identical to those of racial minorities. The latter have been excluded by separate school systems. The problems of women occur within an "integrated" setting; females have been involved in coeducational institutions but have not had equal treatment, encouragement, or opportunities within those institutions. Title IV deals with desegregating institutions and would apply only to those single sex schools that are in the process of admitting the other sex. It does *not* apply to coeducational institutions. H.R. 208 would allow for the development of programs in a variety of settings both in and out of school. The Congress has passed legislation for programs dealing with other disadvantaged groups; H.R. 208 would similarly provide for programs for women.

ADDITIONAL RECOMMENDATIONS

Although the bill is exceptionally well-drafted, there are a few minor technicalities that might best be changed:

1. Sec. 3(b) lines 16 and 18 should read: ". . . at a rate not to exceed the maximum *daily* rate prescribed for grade GS 18 in section 5332 of title 5, United States Code" (italics added). The GS 18 category is in keeping with other similar legislation.
2. I would urge that the bill go into effect for the fiscal years of 1974, 1975 and 1976, rather than 1975, 1976, and 1977.

CONCLUDING REMARKS

Our educational and community institutions will need a substantial amount of assistance if they are to help women gain their place as equal participants and beneficiaries of our society. They are caught in the traditions and policies of the past, traditions which are outmoded by the new realities of women working, of non-discrimination laws, and the new recognition of the rights of women. The way to solve the problems emerging as woman's role changes is far from clear; we do not know the answer or the best way to handle the new ideas and issues. It will be difficult, if not impossible, to discover these answers unless there is a concerted substantial effort at a national policy level, with finding and commitment. Unless our institutions receive help of this sort, they will be vulnerable to continued charges of discrimination, as well as being unable to adequately fulfill their responsibilities to women.

Although the women's movement is growing at a tremendous pace, women's groups are not well financed nor able to mount a comprehensive program to do what needs to be done; the government must lead the way to help our nation utilize the human resources of this nation. And half of those resources are women.

H.R. 208 asks for a pathetically small amount of money: \$15 million for the first year with slightly larger amounts in the two years following. \$15 million is the cost of *one* F-14 jet plane. Surely our nation can well afford that amount to help half of its citizens overcome the disadvantage of having been born female in a society where being born female is too often a handicap.

WOMEN STUDENTS: THE END OF SECOND CLASS CITIZENSHIP

(By Margaret Dunkle)

For some, the words "women's liberation" evokes images of radical, man-hating bra-burning women. My friends in the women's movement—and many of them are married, to men—tell me that bras were never burned, and that the more serious and important activities of the women's movement rarely get the attention of the press.

Women and men too are becoming increasingly concerned about and aware of discrimination in education. How many of you know that formal charges of sex discrimination have been filed against more than 400 colleges and universities in the past three years? How many of you know that none of these charges have yet been refuted by the Department of Health, Education and Welfare? Some of

our "finest" institutions have been charged: Columbia University, Harvard University, Yale University, the University of Michigan, the University of Wisconsin, the University of Minnesota, the University of Chicago, and the entire state university and college systems of the states of New York, New Jersey, California and Florida.

In January 1970 when the Women's Equity Action League (WEAL) filed the first charges of sex discrimination against universities and colleges, there were no laws whatsoever that prohibited sex discrimination against women in education. At that time Title VII of the Civil Rights Act of 1964 (which forbids discrimination in employment) exempted educational institutions; now, as of March 1972, all educational institutions are covered. Title VI of the same act which prohibits discrimination against the beneficiaries (i.e., students) in federally assisted programs only applied to race, color and national origin, not sex; now, as of July 1972 with the passage of Title IX of the Education Amendments Act of 1972 (the Higher Education Act), discrimination on the basis of sex in federally assisted education programs is prohibited. The Equal Pay Act did not cover executive, administrative and professional employees until July 1972. The U.S. Commission on Civil Rights didn't apply to sex discrimination. Now it does. In fact, when WEAL filed its first historic charge, Congressional hearings on the Equal Rights Amendment had not yet been held. In January 1970 only the Executive Order applied, which forbade contractors from discriminating in employment. It was not enforced with regard to discrimination on the basis of sex. Sex guidelines had not been issued, and Order No. 4 which details the requirements for affirmative action plans did not include women; it applied only to minorities.

We have indeed come a long way in the past three years, but it is just a beginning.

Discrimination in student employment (including work-study programs) is prohibited by the same laws and regulations which prohibit discrimination on the basis of sex among regular employees—Executive Order 11246, Title VII of the Civil Rights Act of 1964, the Equal Pay Act of 1963, and Title IX of the Education Amendments Act of 1972. These laws prohibit any differences on the basis of sex in hiring, upgrading, salaries, fringe benefits, training and all other conditions of employment.

Practices such as routinely assigning female students to secretarial jobs and male students to the *higher paying* grounds and building jobs, are in violation of these laws. Another example of the discrimination against student employees: a woman at a coeducational Ivy League institution who applied for a job in the university greenhouse was told that women were not hired to work there because "they kill the plants."

We cannot separate the education of women students from the climate of that education—the treatment of female employees by the educational institution, the respect that women receive from their professors and peers, women's access to facilities and resources, etc. Much of the social context of an educational institution is both determined by and reflected in the composition of its work force. Girls will not aspire to become professors or doctors or lawyers or business executives if they do not see women successfully performing these jobs.

A recent study by Dr. Elizabeth Tidball statistically confirms the importance to women of female "role models." She found that the number of "career successful women" was directly proportional to the number of women faculty present in the achievers' undergraduate institutions at the time they were students. In fact, the correlation was a *practically perfect* $+0.953$. Clearly, the visibility of women successfully performing highly professional jobs positively influences the career aspirations of female students.

Although many people still assume that women will be wives and mothers first, and students and employees second (if at all), this is no longer the case. Now the average woman can expect to spend at least twenty-five years in the paid labor market. Over half of the women between 16 and 65 are in the paid labor force and the number is growing. More women are becoming students, just as more women are joining the paid labor force.

Most people have at least some familiarity with the employment issues which are of concern to women—equal pay for equal work, equal access to jobs, equal chance at promotions, the elimination of anti-nepotism policies and practices, treating pregnancy and childbirth like any other temporary disability, etc. All of these issues arise when universities which are government contractors develop their "affirmative action plan" (under the Executive Order) or when they review their policies to assure that they are in compliance with other legislation.

Many of the student issues are less familiar and less obvious. It is these issues, however, which both illustrate and determine the educational climate for women at an institution, and most likely, it is these issues which are of the most interest to you.

Until the passage of Title IX of the Education Amendments Act in July of 1972, there was no federal legislation which prohibited discriminatory treatment of students on the basis of sex. Although you may not have liked being kept out of a shop or carpentry or home economics class in high school, it was perfectly legal for schools to do this. Now it is not. The key section of Title IX reads:

No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any educational program or activity receiving Federal financial assistance. . . .

Title IX covers all educational institutions—preschools, elementary and secondary, colleges and universities (public and private) that get any federal money whatsoever—loans, grants, revenue sharing, contracts, etc.

Before we talk about what Title IX *can* do, perhaps we should mention what it can't do. There are three exemptions to these provisions:

Religious institutions are exempt if the application of the antidiscrimination provisions is not consistent with the religious tenets of the organization. Discrimination on the basis of sex for reasons of custom, convenience, or administrative rule is clearly prohibited. For example, an institution run by a religious order (e.g. Jesuit) could *not* limit admission to graduate school to members of one sex because of tradition. It could, however, limit faculty appointments to members of one sex if a religious tenet of the controlling organization requires that faculty members be members of a religious order that admitted one sex only. This exemption is very *limited*.

Military schools are exempt if their *primary purpose* is to train individuals for the military services of the United States or the merchant marine. This exemption does not apply just because an institution may offer ROTC. This exemption is very *limited*.

Exemptions from nondiscriminatory admissions.—Private undergraduate institutions (such as Harvard, Stanford), traditionally and continually single-sex public undergraduate institutions (and there are only a handful of these) and elementary and secondary schools other than vocational schools are exempt from the admissions provision of Title IX. Discrimination in admissions is prohibited in vocational institutions, all graduate and professional institutions, public or private, and public undergraduate coeducational institutions (state colleges and universities). The effective date for this prohibition is July 1973, one year from the effective date of the Act in general. These exemptions apply to admissions only: they do not exempt institutions from the obligation to treat students equally *once they are admitted to a program*.

Title IX of the Education Amendments Act is patterned after Title VI of the Civil Rights Act of 1964 which prohibits discrimination against the beneficiaries of programs receiving federal money on the basis of race, color and national origin, but not sex. Like Title VI, Title IX is enforced by the Office for Civil Rights of the Department of Health, Education and Welfare. It provides students with the legal tool to protest sex discrimination. It is a potentially powerful tool: if an institution does not comply with its provisions, the government may delay money, take back money previously awarded to the institution or debar the institution from receiving future contracts or grants. At this point, regulations have not been issued. However, complaints can be made by writing to HEW Secretary Weinberger. Title IX can be expected to have an impact on a variety of areas. Let's look at some of these in more detail.

Perhaps the most obvious is *sex-blind admissions*. If an institution is interested in having a student body of the highest calibre possible, why do quotas on women exist? Since when do your ovaries control your IQ? The most often cited reason is that women are "bad risks." However, the career patterns of educated women do not confirm this assumption. A 1968 study showed that ninety-one percent of the women who received their doctorates ten years before were working, that four out of five had never interrupted their careers, and fewer women than men experience career interruption lasting from eleven to fifteen months.

Changes in admissions policies and practices come slowly, even when the law mandates nondiscrimination. For example, some medical schools did not want to sign the government assurance (under the November 1971 Amendments to the Public Health Service Act) that they would admit women and men on an equal

basis. Other institutions, even public institutions, often have quotas on women or require that women be more qualified to be admitted. For example, until the Spring of 1972, the University of Georgia, like many other institutions (both public and private) had a forty percent quota on women. Until the Fall of 1972 Stanford University had a 1933 regulation on the books which limited the enrollment of women to forty percent.

Discrimination in admissions and the lack of encouragement women get to pursue their education are two of the primary reasons why women are so under-represented in higher education. In 1968 women made up *forty-three percent* of those receiving a bachelor's degree and less than *thirteen percent* of those awarded doctorates. It is estimated that only one of three hundred women in the United States today with the potential to earn a Ph.D. does so, while one of every thirty men with the potential receives a doctorate.

Money: fellowships, scholarships and financial aid.—The inability of women to compete equally with men for financial aid at many institutions tells women that their education is considered less important than the education of men.

A study by the Educational Testing Service found that, although women and men need equal amounts of financial aid in college, *the average award to a man was \$215 higher than to a woman*. Another study found that, although undergraduate female applicants for financial aid were on the average better qualified than the male applicants and their need for financial aid was equivalent, the women had greater difficulty in obtaining aid and had to rely more heavily on loans. Dr. Helen Astin has reported a similar pattern at the graduate level. In a study of women doctorates, Astin noted that women were less likely to receive aid from the government, from their institutions and were therefore more likely to rely on their own savings or support from their families and/or spouses.

Faculty Attitudes and Equality in the Classroom.—The same assumptions that often lead financial aid committees to give priority to male students often cause faculty to treat women differently in the classroom. Although the discouragement that women often receive from faculty may be benign in intent, it often has the effect of devastating career aspirations and feelings of self-worth in the embryonic stage. Often professors and peers unwittingly reinforce sex stereotypes.

Women at the University of California at Berkeley reported example after example of this type of discrimination in their 1970 study:

I was told "I'd never accept a woman graduate student unless she was unmarriedable," etc.

I entered UC as a freshman and upon my first interview with an advisor, was advised that it was silly for a woman to be serious about a career, that the most satisfying job for a woman is that of wife and mother . . .

A well-meaning faculty member who serves on the affirmative action committee at a Maryland community college, distributed the following notice to his Spring semester students in 1973:

Unfortunately, most men write worse than I do, which is atrocious. For that reason, I prefer (strongly prefer) all such papers to be typed, solely for the purpose of legibility. If you men cannot get such papers typed, please have your girl friend, wife or mother write them for you.

It is hard to solve a problem unless there is recognition that a problem exists. Although the law now prohibits differential treatment of students on the basis of sex, those perpetuating the discrimination often do not even realize that they are in fact, discriminating. All too often, sex discrimination or a sex role stereotype is so widely accepted that it is regarded as the norm: A man being asked his grade point average and a woman being asked her typing speed. A male science student being encouraged to go to medical school, while the woman who helped him pass organic chemistry is counseled to become a nurse or lab technician. Male chemistry students expected to build rockets and female science students expected to wash test tubes. A woman athlete being regarded as a biological mistake, while a male athlete is revered as a "real man."

All of these assumptions—and many more like them—are both widespread and deeply ingrained. At this point, only the faculty member with a keen sensitivity to women's concerns can free herself or himself from these limiting stereotypes.

Textbooks and curriculum which treat both sexes fairly.—Textbooks, other instructional materials and curriculum at all levels now often present this same sort of stereotyped image of women and men. Textbooks from Dick and Jane to medical school anatomy texts have come under fire for their biased, stereotyped portrayal of women. The Association of Women in Science (AWIS) forced publishers Williams and Wilkins to recall *The Anatomical Basis of Medical Practice*

because of its portrayal of women. It was surprisingly easy to get this book recalled. Some of the lines in this text include:

We are sorry that we cannot make available the addresses of the young ladies who grace our pages. Our wives burned our little address book at our last barbecue get-together.

If you think that once you have seen the backside of one female, you have seen them all, then you haven't sat in a sidewalk cafe in Italy where girl watching is a cultivated art. Your authors, whose zeal in this regard never flags, refer you to Figures 111-50 and 53 as proof that female backs can keep an interest in anatomy alive.

'Thus the "little bit" of difference in a woman's built-in biology urges her to ensnare a man. Such is the curse of estrogen.

A new area of activity in higher education is the analysis of textbooks and documentation of omissions and stereotyping in them. For example, one study showed that in 27 college textbooks used in American History courses, women were virtually absent: no book devoted more than two percent of its pages to women and one devoted only 5/100 of one percent to women.

The number of Womens Studies courses has been increasing and now there are well over a thousand such courses. Although these courses are often excellent—rigorously academic as well as enlightening—they, much like Black Studies programs and continuing education programs, often occupy only a fringe status at the college.

Most people agree that Women's Studies courses are performing a vital role in educating women and men about the role of women in society. At the same time, however, women agree that the presence of a few Women's Studies courses does not relieve an institution from the obligation to take the sex bias out of all courses and materials.

Women are beginning to use the principles established by the passage of Title IX and the momentum for change to encourage educational institutions and publishers to eliminate sex stereotyping in textbooks and materials, just as minorities used Title VI (of the Civil Rights Act of 1964) to force the elimination of racial and ethnic slurs and stereotypes.

Counseling on an individual, unstereotyped basis.—Much (some say most) learning takes place outside the formal classroom situation. Women are often discouraged from pursuing rigorous academic programs by counselors who urge them to train for traditionally female, dead-end, low-paying jobs, rather than for traditionally male, upwardly mobile, high-paying, high status jobs. In order to counsel women realistically for life in the Twenty-first Century, counselors need to become more familiar with the changing (and increasing) role of women in the marketplace, as well as the research on achievement and motivation in women. For example, counselors need to be more aware of what psychologist Matina Horner has called a woman's "motive to avoid success." Dr. Horner points out that:

A bright woman is caught in a double bind. In testing and other achievement-oriented situations, she worries not only about failure, but also about success. If she fails, she is not living up to her own standards of performance; if she succeeds, she is not living up to societal expectations about the female role. Men in our society do not have this kind of ambivalence, because they are not only permitted but actively encouraged to do well.

Although a good deal of the problem in the area of counseling lies in the fact that many counselors accept stereotyped notions about women and men, the problem sometimes lies, at least in part, in the very instruments that are used. At its annual meeting in March 1972, the American Personnel and Guidance Association charged that the Strong Vocational Interest Blank, (which has pink forms for women and blue forms for men) is discriminatory and called for its revision. The resolution said that:

Whereas, the Strong Vocational Interest Blanks (SVIB) provide different occupational scores for men and women: that is, women cannot be scored on occupations like certified public accountant, purchasing agent, public administrator, and men cannot be scored on occupations such as medical technologist, recreation leader, physical education teacher; and whereas, when the same person takes both forms of the SVIB, the profiles turn out differently: for example, one woman scored high as a dental assistant, physical therapist, occupational therapist on the woman's profile, and physician, psychiatrist and psychologist on the man's form; and whereas, the SVIB

manual states: "Many young women do not appear to have strong occupational interests, and they may score high only in certain 'premarital' occupations: elementary school teacher, office workers, stenographer-secretary. Such a finding is disappointing to many college women, since they are likely to consider themselves career oriented. In such cases, the selection of an area of training or an occupation should probably be based upon practical considerations, fields providing backgrounds that might be helpful to a wife and mother, occupations that can be pursued part time, are easily resumed after periods of non-employment and are readily available in different locales" (Campbell, rev. 1960, 13); therefore, be it resolved, that APGA commission duly authorize members to petition and negotiate with the SVIB publishers to revise their instruments, manuals and norm groups so as to eliminate discrimination; and be it further resolved, that this duly authorized commission develop with the test publishers an explanatory paper to circulate among all purchasers of SVIB materials including answer sheets a statement which outlines the possible limitations inherent in the current SVIB with suggestions for ways to minimize the harm; and be it further resolved, that the commission in cooperation with the test publisher set a deadline for the new forms to be published and distributed.

Equality in health and medical services.—Other services, such as health and medical services, also tell women students what their "place" is. Although women make up about forty percent of the college students, a survey by the National Student Association revealed that fifty-three percent of the college and university health services do not provide gynecological services and fully seventy-two percent do not prescribe birth control for women. On many campuses student health fees are used to pay team doctors for male sports (football, basketball, etc.), but not to hire a gynecologist to meet the health needs of women. In fact, the health services of many institutions are of no help to a woman who needs gynecological care, treatment for venereal disease, or contraceptive advice. The lack of adequate health care and medical services for women has become a central issue on some campuses. Students have staged sit-ins or demonstrations specifically protesting the inadequacy of the health care facilities available to women on several campuses, including the University of Kansas and the American University (Washington, D.C.). Women on campus have cited some specific practices which they feel emphasizes their second-class position:

Inadequate services or facilities to meet the routine gynecological needs of women (although the institution may provide urological services for males)

The lack of contraceptive information and services. (Although some institutions do not provide this information for religious reasons, at other institutions the prime motive is "economy.")

Treating pregnancy as different from any other temporary disability in terms of rules, student insurance, restrictions, availability of housing, etc. (The principle of treating childbearing like any other medical disability is firmly established in the area of employment.)

Insurance coverage which is especially limited for women. For example: policies which cover childbirth only for married women, policies which cover pregnancy for faculty wives but not female employees, and policies which do not cover pregnancy at all, and policies which cover vasectomies but not sterilization for women. All of these policies tell a woman that her health (and, by inference, she herself) is not as important as the health of a male student or the health of the wife of a male employee.

Sports and athletic opportunities.—The time, energy and money that are spent on athletic opportunities and facilities for men, but not women, are coming under increasing criticism. Although there are some honest—and some dishonest—disagreements over what constitutes equality in terms of sports and athletics, there is no question that—whatever the definition—women do not receive an equal opportunity in this area in virtually every coeducational institution in the country.

Let me read you a brief quote:

The present generation of younger male population has not become so decadent that boys will experience a thrill in defeating girls in running contests, whether the girls be members of their own team or an adversary team. . . . Athletic competition builds character in our boys. We do not need that kind of character in our girls, the women of tomorrow.

When was this said? Not two hundred or fifty or even ten years ago. This was part of the dicta of a 1971 Connecticut Court judge who denied women the right to participate on a "male" cross country team.

The inequities in terms of money alone are tremendous. For example, women at a "Big Ten" university had to have bake sales and sell Christmas trees in order to finance their athletic activities. At one state university with an annual budget for male athletic teams of approximately \$800,000, the women had difficulty getting \$15,000 to finance their athletic activities.

The Women's Equity League (WEAL) has issued the following statement on athletic opportunities for women:

In terms of athletic programs, however, the thrust of efforts to bring about equal opportunity for women must be two-fold: While outstanding female athletes should not be excluded from competition because their schools provide teams only for males, separate but equal programs should also be provided for average female students, who cannot compete equally in athletics with male students.

Equalization of rules and regulations.—Like sports, student rules and regulations often reflect a "double standard." A variety of rules and regulations—from curfew hours, to parietal hours, to dress codes, to requirements that women (but not men) live in on-campus housing—are being reviewed and challenged on campuses across the country. Increasingly, women and men are saying that these rules perpetuate the "double standard" and subtly tell women students that they are sexual objects who must be protected from themselves and from men.

Housing rules have sometimes been used in the past to deny women admission to an institution. For example, institutions assign a smaller number of rooms to women, then insist that all women live on campus, although male students are allowed the privilege of living anywhere they choose. The institution then claims that a shortage of dormitory rooms is the reason for limiting the admission of women.

Different rules on the basis of sex are now prohibited by Title IX of the Education Amendments Act of 1972.

Women as student leaders.—There are more subtle factors as well. For example, how many female student leaders are there in most coeducational institutions? Often the percentage of female leaders is as small as the percentage of tenured women full professors. We can assume that the effect is similar as well: that is, if women students see few women in responsible positions, they are less likely to aspire to those positions themselves, no matter how qualified they are. Under pressure, some institutions are increasing the number of women in leadership positions by appointing them to committees, boards, etc. The presence of a disproportionate number of men in student leadership positions—president of the student government, editor of the newspaper or literary magazine, president of other organizations and groups—raises some serious questions about the message that the institution is conveying to women students.

The visibility of women in campus publications.—Similarly, promotional, recruiting or other materials often unintentionally tell women that they are either invisible or viewed primarily as dates or sex objects. Overuse of the word "he" is one subtle way that excludes women. Other exclusions are not so subtle. For example, when women reviewed the catalogue of one of the most prestigious scientific schools in the country, they found that women were conspicuously absent from the pictures and that the few women pictured were clearly "dates."

Flexible and part-time programs.—New approaches are needed to give the non-traditional student or older woman a fair chance. Most college programs were designed for young males with few, if any, home or parental responsibilities. Institutions have often been discouragingly slow to adapt their programs to students who do not fit into this model, such as older people returning to college and persons—generally women—with parental responsibilities. Too often "flexibility" is interpreted as meaning "second rate," rather than an alternative way to achieve substantially the same end results.

The lack of flexibility of a great many academic programs cannot help but make women anxious about how they can both marry and pursue their studies or a career. Although the trend is towards more equal sharing of work both in the home and in the labor force, most women still bear the principal responsi-

bility for child rearing and housekeeping. Thus, they are less likely to be able to work or go to school full time, at least while their children are young.

The necessity of restrictive rules, such as on-campus residency requirements and time limits for degree completion, is being questioned.

Opportunities for older women.—The same woman who can only go to school part-time might well be a woman who is not an 18–22 year-old Betty Coed. Currently the woman who delayed her education so she could raise a family often finds herself in a “damned-if-she does, damned-if-she-doesn’t” situation. Her children are in school, so the job of “wife and mother” may well no longer be a satisfying full-time occupation. However, if she tries to go back to school, she is often told that she is too old for admission or past the cut-off age (often 35) for eligibility for scholarship or fellowship aid. Because fewer qualified women than men go to school, older women returning to college make up the largest single group of potential new students. Many institutions are finding that one of the easiest ways to increase their lagging enrollment without diluting academic standards is to develop programs and services which facilitate the reentry of these women into academia.

Still, many many institutions often retain the old roadblocks to this, despite all of the data that show that older students are better academically, and more highly-motivated. We are all familiar with the veteran who was a mediocre high school student, returning to graduate at the top of his (veterans are usually “he”) college class. Paradoxically, women who have been out of school are not viewed in the same way. A study by the Center for Continuing Education at Sarah Lawrence College documented that women who return to college to earn undergraduate degrees demonstrate notably higher achievement and motivation than young undergraduates who complete their degrees in four years. This study found that older women earned *higher academic ratings*, were both *less likely to drop out* and *more likely to continue into graduate school* than their younger classmates.

“Continuing education” programs, however excellent they may be, are not enough. Too often these programs are isolated from the mainstream of the university community, with small budgets which are the first to be cut in a financial squeeze, with a staff which has little stature in the university hierarchy, with untenured faculty, and with courses which are not transferrable to regular degree programs. Where continuing education programs have survived, they have indeed helped a number of individual women, and have often made significant contributions to innovation in higher education.

These women and others too, need good child care facilities. Child care centers are going to become a part of the campus. The need for them should have been obvious long ago, especially to those who held that women were poor risks because of motherhood. These centers should be available to the children of both male and female faculty, staff and students. For those who wonder where the money will come from for these centers, women are quick to point out the lovely golf course, and the expensive athletic facilities that many institutions are able to finance.

All of these factors—the presence of female role models, the services provided for women, the attitudes of faculty and counselors, and so forth—all of these factors tell a woman a great deal more about an institution than any college catalogue. They tell women if they’re considered as sex kittens and cuddly bunnies or serious members of the academic community. Women now often find the climate of education very very cold. However, women have always been known for their warmth. Maybe that’s why now they’re putting the heat on.

Dr. SANDLER. I want to thank the members of this committee for holding hearings. It has given a great many women a good deal of hope and faith. I notice that H.R. 208 was the number on the Equal Rights Amendment bill and I hope it will be passed with the same majority that Equal Rights was.

Discrimination against women and girls in our educational institutions is real and not a myth. Until the last few years it has gone unnoticed, unchallenged, and unchecked. Indeed in 1970, when the first charges of a pattern and practice of discrimination were filed against colleges and universities, there were no laws whatsoever forbidding sex discrimination in our schools and colleges.

I think one of the least noted achievements of the 92d Congress, however, was the legislative "explosion" concerning sex discrimination in education. Title VII of the Civil Rights Act—which covers employment—previously excluded educational institutions; in March 1972 that exemption was removed with the passage of the Equal Employment Opportunity Act. All institutions, public or private, and regardless of whether or not they receive Federal assistance, are now covered by title VII.

Similarly, title IX of the Education Amendments of 1972 contains provisions protecting students and employees from discrimination on the basis of sex in all federally assisted education programs.

Title IX also removed the exemption for professional executive, and administrative employees contained in the Equal Pay Act of 1963, so that women faculty are now covered.

Moreover, in October 1972, the Congress extended the jurisdiction of the U.S. Commission on Civil Rights to include sex discrimination. The Congress has clearly mandated a national policy to end sex discrimination in education.

With the passage of title IX, many of the overt forms of discrimination are now prohibited by law—discriminatory admissions is forbidden; all courses in coeducational schools and colleges must be open to all students on the basis of their abilities and not on the basis of their reproductive organs; differential regulations, policies and practices are forbidden; equal access to all programs and facilities is now a matter of national policy and law. But much of the discrimination that young girls and women face goes beyond the matter of official policies and practices.

Our young women, even when allowed equal access will still face a pervasive pattern of sex discrimination. Our schools, like the rest of society, are caught in a web of outdated attitudes, stereotypes, and assumptions about women. Despite the fact that women are now more than 40 percent of the work force, our schools still operate as though all women marry and quit work. Our young girls are not encouraged to think of work as part of their future lives, although most of them will work for 25 years or more, regardless of whether they marry, have children, or take time off for childrearing.

From the time a young girl enters school she learns more than just reading, writing, and arithmetic. She will read about boys who do interesting, exciting things: they build rafts and tree houses; they have challenging adventures and solve problems, and they rescue girls who are "so stupid" that they get into trouble.

When girls appear in books, they are passive, they watch, they read, they dream, and are incapable of solving the most elementary problems. About the most exciting thing that girls do in books is help mother with the dishes or take a trip to the supermarket.

Although half the mothers of school-age children now work—and one-third of the mothers of preschoolers also work—mothers in children's books all stay home and usually wear aprons. Women are simple characters in children's books; they have no interests beyond children and home; they rarely ever drive cars; and they too are incapable of solving even the simplest of problems; all problems are deferred until Daddy comes home.

Even arithmetic books—a seemingly neutral field—are riddled with sexual stereotypes that cripple our young girls. A sensitive 9th grade girl, Ann MacArthur, in a Maryland junior high, analyzed her algebra textbook and noted many examples in math problems, such as: boys and men weal with large sums of money, make large purchases, and invest their earnings. Girls and women deal with smaller sums, such as the amount necessary to buy butter or eggs. Although with the recent prices we may be dealing with larger sums here.

Men and boys do interesting things: They build a road, paint a barn, ride bicycles, and paddle canoes. The problems that females deal with are almost always in the home: They measure materials for a blouse, and are concerned about improbable and impractical age problems, such as: Janet being four-fifths as old as Phil. Women have no occupational role other than housewife or club member.

I could go on and tell you more about half of our population, our girls and women, and how they have their lives and talents and aspirations crippled by a society which sees them as second-class citizens. I could tell you of well-meaning teachers and counselors who tell our young women that most fields are too hard for a female, or who tell young women not to worry about a career because a pretty girl like you will get married.

I can tell you of a second-grade teacher who told a parent not to worry about a bright girl who was bored in school, because after all, she will only be a housewife. And I can tell you of teachers who tell their students that boys are better in math, which becomes a self-fulfilling prophecy, even though there is no difference in math achievement in the early years of grade school.

I can tell you, too, of professors, one of whom was mine, who tell their women students that women shouldn't be professionals; who discourage women students from considering graduate work, and I can even tell you of professors who ignore women students in their class, or make jokes about how the girls wouldn't understand what we men are talking about.

I could tell you about the under achievement of women, which is a national scandal. For too many women, education produces a sense of inferiority.

At least half of the brightest people in our country are women, yet the average woman with a bachelor's degree who works full time earns about the same median income as a man who is a high school dropout. I always think of that when I make out my daughter's tuition check for collection.

No nation can long afford to waste half of its resources; yet that is precisely what is happening throughout our society now. If we are to begin to remedy the inequities that women face we will need a massive program to counteract the biases that women face in our society.

H.R. 208 would help develop new programs for women and girls at all levels, programs which would help women overcome the disadvantages of being raised in a society where they are not given the same opportunities that are the birthright of their brothers.

Sex discrimination is the last socially acceptable discrimination.

Much of what happens to women and girls is unconscious and not deliberate, but that does not make it hurt any the less. H.R. 208 would allow for the development of materials, training programs, and inserv-

ice programs to help our educational personnel fulfill their obligations and new responsibilities toward our young women and men. The bill would encourage the development of all sorts of programs—programs designed to encourage young women to enter study areas and jobs from which they have traditionally been excluded and discouraged; model programs in providing physical education, evaluation and development of textbooks and curriculum; reach-out programs for poor women, unemployed women, older women.

Specific attention also needs to be given to minority females. Too often many of our minority programs have been aimed at minority males, and too often our programs aimed at women have focused on white women. For example, textbook publishers have made a special effort to show pictures of blacks and other minorities as doctors, judges, and engineers; minorities now appear in books as doctors, judges, and engineers. But these pictures and stories are almost exclusively limited to minority males. It is a disservice to hold out encouragement for higher aspirations to male children only.

I was delighted to see that H.R. 208 specifically allows for programs to be developed for minority females of all cultural and ethnic groups.

Title IX forbids discrimination on the basis of sex in all federally assisted education programs, but it will not create new programs for direct assistance to women. For example, title IX prohibits a school from denying girls admission to an auto mechanics course.

Incidentally, 2 years ago, my daughter could not take a course in auto mechanics because there was no bathroom. However, title IX would not provide for a new program to be designed to directly encourage girls to take the course, or to train counselors to advocate the entry of girls into such a course, nor would it train the instructor to deal fairly with the new female students.

To merely end discrimination is not enough; new programs are vitally needed to deal with the new issues arising as discrimination ends.

Do we really need a separate bill? Can't the same things be done by already existing programs?

In HEW and in the U.S. Office of Education are numerous programs within which funding for specific activities concerning women might well be funded. The likelihood of any substantial effort for developing women's programs by OE is very small, considering OE's past history.

In November 1972, the Commissioner's task force on the impact of Office of Education programs on women issued its report "A Look at Women in Education: Issues and Answers for HEW." The report is damning, particularly when one notes that it was prepared by OE personnel who are thoroughly familiar with the problems of OE programs.

I would ask that if it is possible, the OE report be inserted in these hearings.

Let me give you some quotes from the report:

Throughout the agencies (OE and NIE) the Task Force found little understanding of educational awareness * * * Unless equal opportunity for women is made a priority, neither agency is likely to sustain major changes. [p. 66]

* * * it is abundantly clear that education contributes its share to the exploitation of women. Through its system of formal education, society should seek

to nurture young minds and to open doors to lifelong opportunities. On both counts, education is failing the female sex. [p. 21]

OE funds help to support the many discriminatory practices that make it particularly difficult for women to gain access to the education they want. [p. 32]

I think it is clear that without a specific mandate from the Congress, very little will be done on the OE initiative.

Moreover, the categorical programs supported by HEW have their own priorities: the aim of the vocational education program, for example, is not to help women but to support vocational education. With the substantial budget cuts being implemented throughout HEW, the most favored programs of administrators are those most likely to be funded, with women's programs given a low priority.

It is also important to note that many programs are funded because of personal contacts. This is not to imply that the programs do not have merits, but only that being part of the "old boy" network—the informal relationships of old friends and acquaintances—is sometimes useful in getting Government funding.

Women are largely excluded from this network: they are not the administrators, they rarely serve on review panels, or advisory committees, and are not often used as consultants to programs. Education may be known as a woman's field but women are not part of the network that is involved in determining policy and practices.

With a specific bill for women's programs, more women would enter the informal network, and have the opportunity to affect other policies and practices.

What is needed is a cross-cutting approach, a program that would override narrow categorical aims, a program that would indicate commitment at a national public policy level. And this is what H.R. 208 would do.

Would H.R. 208 conflict with the equal rights amendment when ratified?

Incidentally, I am sure it will be ratified, the last few States were difficult in the suffrage amendment, but we eventually got them.

The equal rights amendment would forbid discriminatory practices and policies by Federal, State and local governments. It would make sex a suspect classification in the same way that race is a suspect classification under the 14th amendment. The question may then be raised as to whether activities funded by H.R. 208 would be preferential treatment and violate either the equal rights amendment or the 14th amendment.

The courts have held that when shaping a remedy for race discrimination "present correction of past discrimination is not preferential."

Case after case has upheld affirmative action measures as a proper and equitable means of relief. In numerous school desegregation cases, affirmative correction programs of a far stronger nature than those contained in H.R. 208 have been implemented by the courts. Mere non-discrimination is not enough; concerted effort is necessary to remedy the effects of past discrimination.

Under the strict scrutiny utilized to determine discrimination concerning a suspect classification, it might well be argued that there is a compelling national interest to remedy the effects of past discrimination. This argument would justify having sex-based remedial programs for women under the equal rights amendment.

H.R. 208 (section 2(c)) contains a provision that men could not be excluded from any of the programs funded by the bill, and we welcome this.

Moreover, there is congressional precedent to justify the programs that would be undertaken by H.R. 208. Under title IV of the Civil Rights Act of 1964, the Commissioner of Education is empowered to render technical assistance to public institutions preparing, adopting, and implementing desegregation plans.

The Commissioner also authorized through grants or contracts with institutions of higher learning, to operate short term or regular session institutes for special training to improve the ability of teachers, supervisors, counselors, and other elementary or secondary school personnel to deal effectively with special educational problems occasioned by desegregation.

The Commissioner is also authorized to make grants to pay in whole or in part for the cost of teacher and other school personnel inservice training in dealing with problems incidental to desegregation and employing specialists to advise in problems incidental to desegregation.

Title IX of the Education Amendments of 1972 amended title IV to include sex, so that statutory authority for some of the programs covered by H.R. 208 already exists, although no funds were appropriated for these purposes.

However, H.R. 208 recognizes that the problems of women are not identical to those of racial minorities. The latter have been excluded by separate school systems. The problems of women occur within an integrated setting; females have been involved in coeducational institutions but have not had equal treatment, encouragement, or opportunities within those institutions.

Title IV deals with desegregating institutions and would apply only to those single sex schools that are in the process of admitting the other sex. It does not apply to coeducational institutions.

This is where the problem is mainly for women. H.R. 208 would allow for the development of programs in a variety of settings both in and out of school. The Congress has passed legislation for programs dealing with other disadvantaged groups; H.R. 208 would similarly provide for programs for women.

Our educational and community institutions will need a substantial amount of assistance if they are to help women gain their place as equal participants and beneficiaries of our society. They are caught in the traditions and policies of the past, traditions which are outmoded by the new realities of women working, of nondiscrimination laws, and the new recognition of the rights of women.

The way to solve the problems emerging as women's role changes is far from clear; we do not know the answer or the best way to handle the new ideas and issues. It will be difficult, if not impossible, to discover these answers unless there is a concerted substantial effort at a national policy level, with finding and commitment. Unless our institutions receive help of this sort, they will be vulnerable to continued charges of discrimination, as well as being unable to adequately fulfill their responsibilities to women.

Although the women's movement is growing at a tremendous pace, women's groups are not well financed nor able to mount a comprehensive program to do what needs to be done; the Government must lead

the way to help our Nation utilize the human resources of this Nation. And half of those resources are women.

H.R. 208 asks for a pathetically small amount of money: \$15 million for the first year with slightly larger amounts in the 2 years following. The cost of one F-14 jet plane is \$15 million. Surely our Nation can well afford that amount to help half of its citizens overcome the disadvantage of having been born female in a society where being born female is too often a handicap.

Thank you very much.

Mr. HAWKINS. Thank you, Dr. Sandler.

On page 9 of your prepared statement, Dr. Sandler, you dealt with the question of affirmative action programs. Are you suggesting that in the same way that these programs contain goals and timetables for the treatment of minorities who have suffered from past discrimination, that the same procedure be followed in connection with sex discrimination? Would you spell out specific goals and time periods within which certain accomplishments should be mandated.

Dr. SANDLER. Not under H.R. 208. I should point out that under title VII and the Executive order women are covered in the same way minorities of all kinds are covered and goals and timetables, when appropriate, can be utilized by the courts and Federal agencies.

However, H.R. 208 is not dealing with direct supervision in employment, but would deal with helping women get training for employment, it might help employers in their dealing with women, but it would not obviously require any kind of goals and timetables as such.

Mr. HAWKINS. Do you think that it would require stronger regulations than now exist? I think you detailed throughout this statement existing laws which certainly affect these problems, but that they are not now being administered. Yet this particular proposal would enact still another law which may likewise not be administered.

Are we to believe that the same persons who failed to properly administer existing laws would do any better if H.R. 208 were to be enacted? In what way does H.R. 208 provide more effective machinery for doing what should already be done if the law were to be observed?

Dr. SANDLER. What H.R. 208 would do is to help some of the institutions who deal with women and to develop programs more adequate to women. It is not civil rights legislation and does not cover court penalties. It says if you have a good idea for a program that would be useful in counteracting the biases of past discrimination, then there may be Government funding available to help you with that program.

Let me go back to the example of my daughter who could not take the auto mechanics course. The counselor she spoke to ridiculed her and said girls don't want to take courses with boys, you would not want to be the only girl in the class, et cetera.

Now title IX allows her now to take that course, but I suspect she will get very little encouragement from a counselor to take that course and I suspect the man who teaches that course will not give fair treatment to any girls who come into that course.

These people need help in learning how to deal with these new issues. How does a teacher feel who has only taught boys and a girl comes in. Some teachers were threatened by this. These are the kinds of things H.R. 208 would do.

The legislation prohibiting discrimination would help the children to get into these programs, but it would not help the people teaching the courses one bit to change their biases and behaviors.

Mr. HAWKINS. I direct your attention to the section of the bill which establishes a Council on Women's Education Programs within the Office of Education. I notice that the proposal does provide that 12 of those members, at least 12, will be women and they would be broadly representative of the public and private sections, knowledgeable about the role and status of women in the American society.

I don't know whether or not any witness has made any reference to that, at least so far. Would you say that this would provide, in a sense, a watchdog type of council to see that existing laws, as well as those that may hereafter be enacted, will be sufficiently enforced along the lines that you suggest?

Dr. SANDLER. Yes; the Council really has two functions. One, it advises and makes recommendations to the Secretary about the bill itself, about the programs that would be funded under the bill itself. It also has the authority to make recommendations to the Secretary of HEW concerning all programs dealing with the education of women.

There would be a very specific spinoff from the Council in being able to examine other existing HEW programs. You would have a mandate from the Congress. You would have people appointed by the President. This would be a group that would have some stature and would be able to, I think, perform a real watchdog monitoring function.

Mr. HAWKINS. Thank you.

Mrs. Chisholm.

Mrs. CHISHOLM. Just one question to Dr. Sandler.

I know you have appeared in several panels and I have traveled with you; so it is a special pleasure to see you here today. There is only one question I would like to ask you, Bernice. My question concerns page 3 and section (b) where it says the President shall appoint one member of the Council to serve as his chairman. I was wondering about your reaction to that, not in terms of the President—I am not trying to get political—but in terms of the fact that when you have the Chief Executive appoint this person, unless this is a person who has had a special understanding or commitment to the problems of women, this can be a kind of token appointment. The person might be supervising this group, therefore could be someone who really doesn't understand completely what it is all about.

This doesn't necessarily mean that we can judge from a person's academic background whether that person will have a commitment to what this Commission is going to be about. I was wondering if perhaps it might be a better thing to have these members, within a period of a month or two, make the appointment as to who shall be chairman.

After all, they have to work together and have to have confidence and faith and belief in the person running this Commission. I merely throw that out to you.

Dr. SANDLER. Yes, I think that is a possibility. Certainly there have been some instances of someone having been appointed to areas where they were involved in women's issues in the Government who had very little experience. Although they learned very rapidly, it

did mean there was a long timelag until they learned what the issues were.

I am not sure what the general precedents are in Councils of this sort, but I myself would have no objection to the Council appointing its own chairman.

Mr. HAWKINS. If the gentlewoman would yield at that point, is it the intent of the author of the bill to have the person serving as head of the Council a chairman rather than a chairperson?

Mrs. MINK. That is a terrible error. I am glad you pointed it out.

Mr. HAWKINS. It seems the members of the committee have to start rethinking a little bit.

Dr. SANDLER. I don't think anyone intended that the chairman be a man necessarily.

Mr. HAWKINS. I wonder who drafted this bill, anyway.

Mrs. MINK. One of the legislative counsels.

Mr. HAWKINS. We may assume he was a man.

Mrs. MINK. We may assume that.

Mrs. CHISHOLM. No further questions.

Mr. HAWKINS. Mrs. Mink.

Mrs. MINK. I would like to endorse your statement and in particular the detailed analysis which you presented the committee. This will be extremely helpful in understanding the need for this legislation as supplemental to all the efforts that the Congress has thus far enacted into law in the area of sex discrimination.

You made reference to the OE Task Force report. Do you know if anything has come of that in terms of action by the Secretary or the office of education to try to correct some of these things you pointed out?

Dr. SANDLER. I am not sure what the current status is. I know that the report was sent to various heads of various pieces of OE programs and NIE programs and they were to respond with recommendations; they felt should be implemented and which ones they did not feel were realistic for one reason or another. I don't know what stage that is in.

I know about a month or so ago, a group of us met with Secretary Weinberger from various women's groups and we asked him about these recommendations. He said he would put a time frame on it, but we have not heard yet as to what that time frame may be.

I am not sure that the report incidentally has been issued. It has been disseminated informally, but I am not sure it is readily available for anyone who wants it. I would hope that the Office of Education would hurry up and make that report available because it is a remarkable report and one that should be used as a model for almost every Government agency to look at its programs and see if there is some unintentional discrimination going on.

Mrs. MINK. Both Mrs. Fraser and yourself have used the words "affirmative action." Would it be correct to characterize this legislation as an attempt to establish a national affirmative action with respect to discriminatory practices in education?

Dr. SANDLER. Yes, I think it is clear from the testimony you have heard and will be hearing in these hearings and from the testimony that Mrs. Green had in her hearings in 1970 that women are very much a class in need of remedial help. There is no question that with-

out help many of the women will not really have a chance to benefit and participate in our society.

So, H.R. 208 really is a remedial or affirmative action program which would help women directly, but it would also help people who are dealing with women to help them begin to move forward into more realistic ways and more fair ways of dealing with women students and coworkers.

Mrs. MINK. Thank you very much, Mr. Chairman.

Mr. HAWKINS. Mrs. Mink, would you desire that the OE report be entered into the record of these hearings?

Mrs. MINK. Yes, I so request.

Mr. HAWKINS. Without objection, it will be so ordered.

Dr. SANDLER. I can supply the committee with a copy. I have one in my possession.

Mr. HAWKINS. Thank you. I understand the committee already has one.

So, without objection, we will have it printed in the record at this point.

[The report referred to follows:]

A LOOK AT WOMEN IN EDUCATION

ISSUES AND ANSWERS FOR HEW

REPORT OF THE COMMISSIONER'S TASK FORCE

PREFACE

How can education—known for decades as a “women’s field”—be guilty of discrimination *against* women? This report, addressed first of all to that paradox, summarizes the evidence that our educational institutions everywhere have been denying females their right to equal opportunities as students and as employees. Second, it explains how HEW education aid has contributed to sex discrimination and recommends action to make Federal education programs part of the solution, not part of the problem.

In the wake of rising public concern about discrimination against women in education, the Commissioner of Education (then Sidney P. Marland, Jr.) established last May a task force to investigate the impact of Office of Education programs on women. Just a few months earlier, the HEW Women’s Action Program had called attention to sex bias in several Office of Education programs and recommended changes; Secretary Richardson asked that they be implemented. Meanwhile, by late spring, more important events were at hand as Congress moved toward enactment of sweeping legislation banning all Federal education aid to any institution or individuals practicing sex discrimination.

Believing that these events had profound implications for all Office of Education programs and deserved a studied, comprehensive agency response, Commissioner Marland asked his 12-member task force to report back with findings and advise on the agency’s response. This is that report.

Besides the Office of Education, the task force also looked at the activities of two other HEW units: the new National Institute of Education, whose research and development functions were still part of OE when the task force began its work, and the Office for Civil Rights, whose enforcement efforts will certainly affect the speed with which the education community meets women’s demands for equality.

The information presented here was gleaned both from the general literature on sex bias in education and from agency staff. To find out about the relationship between specific programs and sex discrimination—sometimes by gathering responses in writing, more often by personally interviewing program administrators and staff. Questions were far-ranging: they covered program participation by sex, the role of women in administering projects in the field, past efforts to reduce sex discrimination in agency programs and special projects aimed at expanding opportunities for women.

Information on many programs was sketchy or nonexistent, either because very little information of any kind is gathered at the Federal level (as in many formula grant programs) or because programs have not yet recognized the need to collect data comparing the participation of males and females. The task force study, then, has only scratched the surface, and we hope that it will prompt program officials to look much more closely at the relationship between their own programs and sex discrimination.

The 12 task force members represented various shades of opinion about the role of women in American society; the viewpoints and recommendations presented here reflect a consensus rather than complete unanimity. Despite differing viewpoints, we did agree on several fundamental premises which underlie the report:

That every person has a basic human and constitutional right to equal opportunity:

That the education system must strive to enable each individual to explore his or her unique potential to the fullest; and

That both males and females are now prevented from doing that by society's insistence on traditional definitions of the proper roles of men and women.

With women's rights, as with other areas of civil rights, the issue is basically a human one: how do we see that all Americans—males and females, rich and poor, black, brown and white—can take their places as human beings with the same human and civil rights?

For it is clear that discrimination against women is part of a much broader problem of exploitation and exclusion in American society. Women share the experience of second-class citizenship with ethnic minorities, the handicapped and the poor. While the task force was not able to analyze the educational needs of these groups, we do believe that many of our recommendations also apply to them. We urge that agency officials consider this as they act on task force recommendations.

We have presented our report in two parts. The first, a summary of the problems women face throughout American education, reflects the task force's concern that sexism in education is still a little understood phenomenon. We hope that the report will help to inform people, both inside HEW and out, about the seriousness and magnitude of the inequalities women confront within the education system. The second part examines the relationship of HEW education programs to the problem and presents an agenda for action.

Women seeking equal opportunities in education have just begun to win public recognition for their grievances. In this media-oriented society, gaining public attention is genuine progress. The question now for Federal education officials, as for educators throughout the nation, is whether we will now move beyond that symbolic victory to substantive change. That is the challenge.

PART I—SEX DISCRIMINATION IN EDUCATION: AN OVERVIEW

(Part I describes the many ways in which sex discrimination in the educational system works against women, both as students and as workers.)

As the decade advances, equality for women is emerging as one of education's thorniest and most urgent issues. And little wonder.

At a time when women are demanding equality as both a human and a constitutional right, our schools are still imparting concepts of male superiority. Although women are close to half the working population, education is still primarily preparing them to be housewives. As an employer, the education system is equally guilty. Women working in education can generally expect lower pay, less responsibility and far less chance for advancement than men working at the same level.

The situation is not without its bright spots. But mounting evidence makes it clear that unequal treatment of the sexes is the rule in education, not the exception. As a girl progresses through the education system, she confronts serious biases and restrictions at each level, simply because she is female.

EARLY EDUCATION REINFORCES IDEAS OF MALE SUPERIORITY

From the time they first start school, children learn from teachers, textbooks, games and films that males are superior to females.

Elementary school textbooks reveal startling biases. Females are continually underplayed as topics of interest. An extensive study covering 144 readers from

15 reading series, varying from primer to 6th grade level, disclosed that while boys were the focus of 881 "amusing and exciting" stories, only 344 of these stories centered around girls. Similarly, there were 282 stories featuring adult males, but only 127 stories about women. In addition, there were 131 biographies of famous men, but only 23 of famous women.¹

Derogatory comments aimed at girls in general were common in all these readers. One reader depicts a girl getting lost in London with the caption, "Girls are always late." Another primer denigrates girls with a "Look at her, Mother, just look at her. She is just like a girl. She gives up." and again with "you cannot write and spell well enough to write a book. You are just two little girls."²

Other sex stereotypes are commonly threaded through grade school curriculum materials. Girls emerge as passive, dependent, and incompetent, while boys are active, self-reliant, and successful. Mothers mostly appear as housecleaners, clothesmenders, grocery shoppers and cake bakers; fathers are wage earners.

The negative influence that biased curriculum materials exert on children is reinforced by differences in the way teachers and administrators treat boys and girls. Teachers communicate their expectations of "feminine" and "masculine" behavior in subtle ways: girls are asked to do light classroom chores (watering the flowers or decorating the Valentine box), boys are assigned to the heavier and more responsible tasks (moving chairs or hall patrol). Physically active girls are labeled "tomboys"; boys who cry are "sissies."

Then too, the traditional classroom set-up, with children sitting quietly row by row, is difficult for most children, but especially hard for boys who have been encouraged from birth to be physically active. Teachers tend to reward passivity and obedience, qualities many girls have already acquired.

This dichotomy in roles is undoubtedly reinforced when children look at adult roles in their own schools, where they are likely to see that women teach and men run things: and early and potentially damaging lesson in "career education." For while 85 percent of all public school elementary teachers are women, 79 percent of the elementary school principals are men.³

By the time children are ready to leave grade school, they have already begun to develop distinct impressions of the limitations placed on them because of their sex.

SEX DISCRIMINATION IN SECONDARY EDUCATION

Once children reach secondary school, they are likely to confront even more rigid sex stereotyping. Both girls and boys may be prevented from taking advantage of certain educational activities, although restrictions facing girls are far more serious than those boys usually face.

Sex-biased curriculum materials

Sex biases in the curriculum are a problem at this level too, though the focus has shifted: women are ignored more often than maligned. In history and social studies texts, for example, women—their achievements and their concerns—are virtually invisible. The history of women's exploitation and their struggle for equality is dealt with superficially, if mentioned at all.

Stereotyping interests and abilities

Early on, girls and boys discover they are expected to develop different "aptitudes"—boys in math and science, girls in English and the arts. Teachers, principals, and parents may encourage boys to pursue these "masculine" fields, but admonish girls to stick to the "feminine" fields. There is no question that these sex stereotypes have an effect. The National Assessment Study discovered, for instance, that while there was little difference between boys and girls in science writing at age 9, the gap widened increasingly at ages 13, 17, and young adulthood.⁴

¹ National Organization for Women (N.O.W.), New York City Chapter, Education Committee, *Report on Sex Bias in the Public Schools* (New York, N.Y., 1971) p. 13 citing the study done by Elizabeth Hagan and the Central New Jersey Chapter of N.O.W.

² *Ibid.*, p. 15.

³ National Education Association (NEA) Research Division, *Estimates of School Statistics, 1971-72* (Washington, D.C., 1971), p. 14.

⁴ National Education Association Research Division, "Professional Women in Public Schools, 1970-71." *NEA Research Bulletin*, Vol. 49, No. 3 (October 1971), p. 68.

⁵ Education Commission of the States, *National Assessment of Educational Progress: Assessment Reports No. 4, No. 5, No. 7, and No. 9* (Washington: U.S. Government Printing Office, 1970-71).

Sex-segregated courses

Children who do display unconventional interests may be blocked from pursuing them because appropriate courses are restricted to the other sex. Home economics and industrial arts classes are frequently segregated by sex, making it difficult for both sexes to acquire basic home management skills. Men don't learn to cook or mend; women can't put up a shelf or fix an electrical outlet. Young people are becoming interested in what the other half is learning: in an informal survey taken in Boston recently, girls in traditionally female vocational education said they would rather take industrial arts than home economics, if they had the chance. Students of both sexes have begun to demand that these courses be coeducational. A few pioneering school districts have combined home economics and industrial arts into courses covering a range of "survival" skills, others have devised "bachelor cooking" courses, while others have simply opened up the old courses to both sexes.

Segregated academic and vocational schools: Separate but not equal

Opportunities for girls are further limited by restricted admissions in schools. Academic and vocational high schools in large school districts sometimes exclude one sex entirely or require higher admissions standards for girls than for boys. Simply because of their sex, students may find themselves ineligible for the school offering the best or only courses in their field of interest.

Until recently, New York City excluded girls from two of the city's high quality public academic high schools specializing in science, mathematics and technology. Two years after a court order opened the first school, the Board of Education was still listing these schools for "boys only" in its official catalogue.⁵

Vocational high schools in big cities are also frequently sex segregated. A 1971 telephone survey by OE's Office of Legislation found, for example, that the District of Columbia had four (two for men, two for women); Baltimore, four (also two for each); and New York City, 18 (13 for males, five for females).

Separate does not mean equal. Boys' vocational high schools tend to offer training for more diverse and better paying jobs. The segregated schools in New York City prevent girls from taking courses in 17 different vocational fields: architectural drafting, dental labs processing, jewelery making, industrial chemistry and upholstery as well as areas in heavy industry. Boys are excluded from two.⁶

A comparison of Boston's two trade high schools, one for each sex, is particularly revealing.

Boys at Boston Trade High choose from courses in automobile mechanics, basic electronics, cabinetmaking, carpentry; drafting, electrical technology, machine shop, painting, plumbing, printing, sheet metal and welding. At Trade High School for Girls, on the other hand, students are only offered programs in clothing, foods, beauty culture, and commercial art. The average expected wage for trades taught at Trade High School for girls is 47 percent less than that for the trades available at Boston Trade High School for Boys.⁷

In addition, nonvocational course offerings at these schools are determined by sex. At Trade High School for Girls, students take typing and merchandising, while boys at Boston Trade learn geometry, trigonometry and physics. Girls can study biology but not chemistry. Interestingly, the Boston school system makes exceptions for boys who want to be admitted to the girl's trade school (seven were enrolled in 1970), but no exceptions have ever been made for girls who sought admission to the trade school for boys.⁸

Limitations in vocational education

Justifications for this kind of rank discrimination range from the well meaning—"She won't be able to get a job"—to the absurd—"We can't let girls do metal work because they have to wear masks and work with sparks."⁹ Whatever the excuse schools must stop denying students free choice in vocational training.

⁵ N.O.W., *Report on Sex Bias* . . . , p. 3.

⁶ Bureau of Education and Vocational Guidance in cooperation with the Office of High Schools, *The Public High Schools, New York City, 1971-72* (New York, N.Y.: Board of Education of the City of New York, 1972), pp. 18-23.

⁷ Gail Bryan, *Discrimination on the Basis of Sex in Occupational Education in the Boston Public Schools*, Prepared as part of an investigation by the Boston Commission to Improve the Status of Women, 1972, p. 6, n. 1. (Mimeographed.)

⁸ *Ibid.*, p. 4.

⁹ Committee to Eliminate Sexual Discrimination in the Public Schools, *Let Them Aspire: A Plea and Proposal for Equality of Opportunity for Males and Females in the Ann Arbor Public Schools* (2nd ed. rev.; Ann Arbor, Mich.: KNOW, INC., 1971), p. 13.

The fact is that some women want training in vocations now dominated by men, and vice versa. Women have succeeded, despite tremendous resistance, in all of these fields; during World War II the popular "Rosie the Riveter" served as evidence that women were effectively replacing men in many industry jobs. Sex discrimination in employment has been illegal since 1964; now it is illegal in vocational schools, too.

Equality in job training is not a minor concern for women. Despite the persistent myth that "woman's place is in the home," women are now a permanent and growing sector of the work force. Within the past thirty years, the number of women in the work force has more than doubled, so that to day two out of every five workers are women.¹⁰ Nearly two thirds of the new jobs created during the 1960's were held by women.¹¹

Nor are women only temporarily employed or merely working for "pin money." Seventy percent of all women employed are working full time, and the average woman worker has a full-time worklife expectancy of 25 years.¹² Nearly half of the women employed in 1971 were working because of pressing economic need.¹³

So long as the schools continue to steer girls into vocational training for low-paying jobs, they will continue to contribute to the earnings gap between working women and working men. That gap is substantial and growing worse. In 1955, a woman working full-time earned only 64 percent of a man's earnings, but by 1970, she was only earning 59 percent as much.¹⁴

Athletics

Schools sponsor physical education and extramural sports because educators recognize the importance of life-long habits of physical fitness. These habits are needed as much by women, as workers and mothers, as by men. However, girls get short shrift in physical education, both at the secondary and higher education level. Schools and colleges devote greater resources to boys' than to girls' athletics: in facilities, coaches, equipment and interscholastic competition. In one midwestern district, school officials spent ten times as much on boys' athletics as on girls': and there is no reason to believe that this school district was unusual.¹⁵ Girls are often either excluded from interscholastic competition or required to play under restrictive rules specially designed for girls' games. In one case, State rules for high school athletics forced a high school to deny its best tennis player both coaching and the chance to compete. Why? The athlete was female.¹⁶

Expelling pregnant students

Discrimination is particularly severe for one group of students—those who become pregnant. Every year over 200,000 young women under 18 give birth.¹⁷ Usually these young women are expelled from school at the first sign of pregnancy. Out of 17,000 school districts surveyed in 1970, fewer than one third offered pregnant school-age girls any education at all.¹⁸ School districts that did allow students to study during pregnancy usually kept them at home or segregated them in special classes for various reasons—on moral grounds, for special protection or for convenience.¹⁹

None of these reasons justify denying a young woman the right to regular public education with her peers. There is no evidence that pregnant students are morally contagious. Class attendance poses no greater health hazard to

¹⁰ U.S. Department of Labor, Women's Bureau, *Expanding Opportunities for Girls: Their Special Counseling Needs* (Washington: U.S. Government Printing Office, 1971), p. 2.

¹¹ U.S. Department of Labor, Bureau of Labor Statistics, *Employment and Earnings* (October 1972), Vol. 19, No. 4, pp. 33-34. Available from the U.S. Government Printing Office. From 1961 to 1971, the total civilian labor force increased by 13,654,000. Women's participation increased by 8,285,000 or 61% of the total.

¹² U.S. Department of Labor, Bureau of Labor Statistics, *Employment and Earnings* (January 1972), Vol. 18, No. 7, p. 135. Available from the U.S. Government Printing Office. The annual averages for 1971 indicate that 71.8% of women 16 and older work fulltime.

¹³ U.S. Department of Labor, Women's Bureau, *The Myth and the Reality* (Washington: U.S. Government Printing Office, 1972), p. 2.

¹⁴ *Ibid.*, p. 1.

¹⁵ U.S. Department of Labor, Women's Bureau, *Fact Sheet on the Earnings Gap* (Washington: U.S. Government Printing Office, 1972), p. 1.

¹⁶ Committee to Eliminate Sexual Discrimination in the Public Schools, *Let Them Aspire . . .*, p. 19.

¹⁷ *Ibid.*, p. 16.

¹⁸ National School Public Relations Association (NSPRA), *Schoolgirl Pregnancy: Old Problem, New Solutions* (Washington, D.C.: NSPRA, 1972), p. 1.

¹⁹ *Ibid.*, p. 6.

²⁰ *Ibid.*, pp. 6-11.

pregnant women than performing a job, doing housework or caring for other children—all things that women commonly do up until childbirth.

Expulsion compounds the already serious problems of teenage pregnancy. Of every 100 pregnant teenagers who leave school, 85 never come back. Rejected, cast out with a child to support and often no salable skills, these teenagers are nine more times likely to commit suicide than their peers.²⁰

Eighty-five percent will keep their babies, either to raise an illegitimate child alone or to enter an early marriage that is three or four times more likely to end in divorce than marriages in any other age groups.²¹ Their children are four times more likely to have psychocological problem than those with older parents. Among the teenage mothers who remain unmarried, 85 percent go on welfare.²²

Guidance and Counseling

As a girl prepares to leave secondary school to take a job or to seek further education, school guidance counseling may further dissuade her from striking off in academic or vocational directions which may be her choice but which are usually reserved for men.

Many guidance counselors advise students to do what's "practical." Unfortunately, what is considered practical may lead to a tragic under-utilization of women's talents and skills. Counselors may advise girls to go into conventional "women's fields," regardless of their interests or abilities. But, as we have stated above, many girls are interested in other fields.

Sex discrimination in another form of guidance—vocational interest tests—has begun to attract public attention. One test, the Strong Vocational Interest Blank, received widespread attention when cited for sex bias in March 1972 by the American Personnel and Guidance Association. As the association's resolution calling for the test revision explained:

The Blanks (SVIB) provide different occupational scores for men and women: women cannot be scored on occupations like certified public accountant, purchasing agent, and public administrator, men cannot be scored on occupations such as medical technologists, recreation leader and physical education teacher.

When the same person takes both tests, the profiles turn out differently: one woman scored high as a dental assistant, physical therapist, and occupational therapist on the woman's profile, and as a physician, psychiatrist, and psychologist on the man's form.²³

BIASES IN POSTSECONDARY EDUCATION

Although more and more women are demanding and gaining access to post-secondary education, the record is not one of consistent progress. The proportion of women undergraduates and professional students grew from 30 percent in 1950 to 41 percent in 1970, but was still smaller than it was in 1930. And women won a higher proportion of the doctorate degrees during the 1920's, 1930's, and 1940's than they did in the 1960's.²⁴

According to one study, only half of the female high school graduates qualified for college work actually do go on to college, while 65 percent of the qualified men do.²⁵ The proportions of women shrink on each step of the educational ladder. Women earn just over half of the high school diplomas; but they earn 43 percent of the bachelor's degrees, 40 percent of the master's degrees, and only 13 percent of the doctorates.²⁶

Women also have a more difficult time gaining access to top quality education. In the 35 undergraduate institutions, both single sex and coeducational, judged the "most selective in the country" by one college handbook, women represented

²⁰ Edwin Klester, Jr., "The Bitter Lessons Too Many Schools Are Teaching Pregnant Teenagers," *Today's Health* (June 1972), p. 54.

²¹ Marion Howard, "Comprehensive Community Programs for the Pregnant Teenager," *Clinical Obstetrics and Gynecology*, Vol. 14, No. 2 (June 1971), pp. 473-474.

²² Klester, *The Bitter Lessons* . . . , p. 54.

²³ American Association of Colleges, "American Personnel and Guidance Association Cites Vocational Test for Sex Bias," *Newsletter* (Washington, D.C., 1972).

²⁴ U.S. Department of Health, Education, and Welfare, Office of Education, National Center for Educational Statistics, *Digest of Educational Statistics, 1971* (Washington: U.S. Government Printing Office, 1972), p. 77.

²⁵ Ruth B. Eckstrom, "Barriers to Women's Participation in Post-Secondary Education: A Review of the Literature," Draft Study supported by U.S. Office of Education, National Center for Educational Statistics (Summer 1972), p. 1 citing Pullen's findings.

²⁶ Mary Evans Hopper, *Earned Degrees Conferred: 1969-1970, Summary Data*, U.S. Department of Health, Education, and Welfare, Office of Education, National Center for Educational Statistics (Washington: U.S. Government Printing Office, 1972), p. 2.

only 29.3 percent of the admissions in 1970. They were only 32 percent of those admitted to the coeducational institutions.²⁷

Yet women perform as well or better than their male peers in both the secondary and the undergraduate years. Sex discrimination—in admissions, student aid awards and counseling—contribute to these disparities.

Admissions

Sex discrimination in admissions—commonplace in public and private institutions, single sex and coeducational—is one obstacle facing women seeking higher education.

Most of the approximately 300 institutions which exclude members of one sex are private, although a few public institutions close their doors to women. Of these, the U.S. military academies are the most prominent. Because of the single-sex pattern of higher education in Virginia in 1964, the State system that year rejected 21,000 women and not a single male. Since then, the State has changed its policies.²⁸ Sex discrimination in admissions to public institutions is particularly burdensome, since public education is in general, substantially less expensive than private education.

Most students attend coeducational institutions of higher education, and it is in admissions to these schools that discrimination against women is so damaging. Coeducational institutions, both public and private, use various strategies to limit the number of women admitted. Some use quota systems to maintain a steady ratio of male and female students, almost always with women in the minority. Cornell University, for example, maintains a male/female ratio of 3:1; Harvard/Radcliff, 4:1.²⁹ The main campus at Pennsylvania State University, a public institution, this year ended a long-standing quota of 2.5 men to every woman.³⁰

Other institutions simply demand higher admission standards for women than for men. Whatever the system, women usually come out on the short end. As a faculty member at one graduate school commented: "Our general admissions policy has been, if the body is warm and male, take it; if it's female, make sure it's an A—from Bryn Mawr."³¹

Student aid

Sex discrimination in student aid awards is another roadblock for women seeking higher education. The Educational Testing Service (ETS) recently documented a clear pattern of sex discrimination in student aid. ETS found that women averaged \$215 less in student financial aid than men, though women had equal financial need. To compound the problem, men working to defray college costs earned more than female students. This was not only true in off-campus jobs: the biggest disparities were in jobs provided by colleges and universities, where men averaged \$300 per year, or 78 percent, more than women.³²

Women are effectively excluded from certain kinds of scholarship aid. Government scholarships designed to attract men into military service, such as ROTC scholarships, have not been available to women, nor can most women qualify for veterans' benefits. Athletic scholarships, a significant portion of financial aid in some institutions are limited to men. And many private scholarships and fellowships are designated for men only. Until 1969 New York University Law School, for example, excluded women from competition for Root-Tilden scholarships, generous \$10,000 scholarships for "future public leaders," a category which apparently was felt to be suitable only for men.³³

²⁷ U.S. *Congressional Record*, 92nd Congress, 2nd Session, 1972, Vol. 118, No. 28, p. S2749, citing Cass & Birnbaum, *Comparative Guide to American Colleges, 1970-1971*.

²⁸ U.S. Congress, House, Special Subcommittee on Education of the Committee on Education and Labor, *Hearings, Discrimination Against Women*, 91st Congress, 2nd Session, 1970, p. 310 citing the WEAL "Fact Sheet on Sex Discrimination in Universities and Colleges." The above hearings are cited hereafter as the House Special Subcommittee on Education, *Discrimination Against Women Hearings*.

²⁹ U.S. *Congressional Record*, 92d Congress, 2nd Session, 1972, Vol. 118, No. 27, p. S2625.

³⁰ American Association of Colleges, "On Campus with Women, April 1972," *Newsletter*, No. 3 (Washington, D.C., 1972), p. 1.

³¹ House Special Subcommittee on Education, *Discrimination Against Women Hearings*, p. 245. Statement of Ann Sutherland Harris.

³² U.S. *Congressional Record*, 92nd Congress, 2nd Session, 1972, Vol. 118, No. 28, p. S2699, citing the study of Elizabeth W. Haven and Dwight H. Horch, *How College Students Finance Their Education* (New York: College Entrance Examination Board, 1972).

³³ House Special Subcommittee on Education, *Discrimination Against Women Hearings*, p. 588. Statement of Women's Rights Committee of New York University School of Law.

According to ETS, the only type of student aid where women averaged larger sums than men was in loans—probably because they receive less aid from other sources and must rely on larger loans.³⁴ Loans are an expensive way of financing an education for anyone, but they represent a particularly heavy burden for women, since women have less earning power than men.

Women who are married or raising children may have particular difficulty securing the aid they need to remain in or return to school. Financial aid officers may feel that these women do not need help, since they have husbands to support them, or that they are probably not serious about obtaining an education. In addition, financial aid is difficult to obtain for part-time study which poses an additional handicap for women with children who can only attend school part-time.

Counseling

Counseling for women in higher education holds the same hazards it does for younger women in secondary schools. Advisors often urge women to avoid "masculine academic fields or discourage them from applying to graduate schools where common wisdom has it that it's hard for women to get in. Women are often warned against seeking further education, despite good academic records:

"Have you ever thought about journalism? (to a student planning to get a PhD in political science). I know a lot of women journalists who do very well."

"A pretty girl like you will certainly get married. Why don't you stop with an M.A.?"³⁵

Biases against women in each of these areas—admissions, student aid and counseling—are typically rationalized by widely prejudices and presumptions about women and their needs. It is assumed that some man will always provide for a woman, that women won't complete their education, or that women don't really need an education. As a young widow with a five-year old child who needed a fellowship to continue her studies was told, "You're very attractive. You'll get married again. We have to give fellowships to people who really need them."³⁶

In fact, none of these assumptions hold up. Millions of women will remain single, be divorced or widowed, or marry a low wage earner.³⁷ According to the data available, women are slightly more likely to complete high school and slightly less likely to complete postsecondary degree programs than men in the same field. The more education a woman has, the more likely she is to hold a job. A study of female Ph.D.'s seven years after receiving their degrees found 91 percent working—\$1 percent full-time.³⁸ Moreover, it is shortsighted to suggest that a man needs a college education if he works for pay, while a woman doesn't if she works at raising children.

Undoubtedly, many of the myths persist because many people are simply unable to accept women as equals to men. The attitude is perhaps best expressed in a comment of Nathan Pusey while president of Harvard. Upon learning of the end to graduate student deferments during the Vietnam war, Pusey said, "We shall be left with the blind, the lame, and the women."³⁹

WOMEN WITH SPECIAL NEEDS ENCOUNTER ADDITIONAL DIFFICULTIES

Because of their special life patterns, many women with family responsibilities experience special difficulties in acquiring an education. For mothers who wish to continue their studies while their children are young, finding adequate, affordable child care is a major problem. Others who interrupt their education to raise children or pay for a husband's education find returning to education limited by such problems as a dearth of part-time study opportunities and by credit transfer problems.

These problems are shared by women at all levels of the socio-economic scale whether they are looking for basic literacy education, occupational training or re-training, or a high school undergraduate or graduate degree. Women with famil-

³⁴ U.S. *Congressional Record*, 92nd Congress, 2nd Session, 1972, Vol. 118, No. 28, pp. S2699-S2700, Table 9.

³⁵ House Special Subcommittee on Education, *Discrimination Against Women Hearings*, p. 245.

³⁶ *Ibid.*

³⁷ U.S. Department of Labor, *Expanding Opportunities . . .*, pp. 2-3.

³⁸ House Special Subcommittee on Education, *Discrimination Against Women Hearings*, p. 244, citing H. S. Astin *The Woman Doctorate in America: Origins, Career, and Family* (New York: Russell Sage Foundation, 1969).

³⁹ *Ibid.*, p. 243.

ies need special services and flexible arrangements few education institutions have been willing to offer.

Child care needs

Students' child care needs have not been adequately met. Day care is not readily available for many people and costs are still prohibitive. While low-cost cooperative day care centers are growing in popularity, adequate child care can be expensive. A recent study of "quality" child care centers estimated average costs at \$2,600 per child per year.⁴⁰

A woman with children who is not working must add child care costs to her educational expenses, since she would no longer be at home providing these services free of charge. Without help in shouldering child care costs, large numbers of women must stay home or despite a desire to continue their education.

In postsecondary education, demands for child care assistance have exploded within the last three or four years. Child care centers subsidized partially at university expense have begun to appear on campuses. Centers often double as research laboratories for campus scholars and students. However, efforts to date are still grossly insufficient. The American Association of University Women reports that no more than 5 percent of our colleges and universities offer day care services.⁴¹ Some are open only to faculty children; many impose extremely selective admissions criteria to deal with the surplus of applications. Waiting lists are long.⁴²

The child care issue has not won much visibility in secondary and vocational schools, perhaps because these schools have traditionally refused responsibility for educating young women with children. With growing recognition that pregnancy and motherhood are not acceptable grounds for denying young people the right to public education, school systems will have to confront the child care issue. Child care services may be essential for keeping young mothers in school.

National statistics on the number of mothers seeking child care assistance in order to attend school are nonexistent. However, we do know that in 1971 over two million college students, 25 percent of the total national enrollment, were married.⁴³ And over 200,000 women under 18 have children each year.

Child care services have barely begun to meet the demands either for women already struggling to balance studies and child care responsibilities, or for women who might return to education or training if they had access to acceptable child care.

Part-time study needs

Although not as limiting as lack of access to child care facilities, other hurdles stand in front of the women who wish to return to school, including a dearth of part-time study opportunities. For many women, part-time study is often the only way to combine childbearing with learning. More and more people of both sexes, unable or unwilling to devote full time to education, are demanding access to postsecondary education.

Although no national data are available, part-time study opportunities clearly do not come close to meeting this demand. Part-time vocational or manpower training is extremely rare. Traditional continuing education courses offered part-time usually cannot be credited toward a degree, and many undergraduate schools still close their doors to all part-time students.

Academic credit problems

Because families often go where the husbands' opportunities take them, credit transfer problems in higher education are particularly acute among married women. Many institutions refuse to accept transfer credits from other institutions. Even if they accept academic credits already earned, no credit is normally given for the years of experience and learning these women have had outside the classroom.

⁴⁰ U.S. Office of Economic Opportunity, *Findings from a Study in Child Care*, coordinated by Stephen J. Fitzsimmons and Mary J. Rowe, Appendix A, Table IV, p. 20. Available as a reprint from the U.S. Department of Health, Education, and Welfare, Office of Education, National Center for Educational Communication.

⁴¹ Ruth M. Oltman, *Campus 1970: Where Do Women Stand?* December 1970, Washington, D.C.

⁴² The "Student Government Day Care Survey" conducted in the summer of 1971 by the Office of Youth and Student Affairs in the Department of Health, Education, and Welfare pointed to the need of students for day care services.

⁴³ U.S. Department of Commerce, Bureau of the Census, *Social and Economic Characteristics of Students: October 1971*, Series P-20, No. 241 (Washington: U.S. Government Printing Office, 1972), p. 6.

The age handicap

Some institutions discriminate, either openly or covertly, against applicants over a certain age. This policy falls harshly on women hoping to continue their education after raising their children.

Both women and men can benefit from adjustments in conventional institutional practices. The failure of education institutions to respond to the needs of women and men returning to education is an unjust and inexcusable waste of valuable human resources. Not only are these individuals denied fulfillment of their potential, but the institutionals themselves suffer by not using the wealth of experience these people have already acquired.

THE EDUCATION SYSTEM AS AN EMPLOYER

Women employed in the education system face discrimination practices just as damaging as those women experience as students.

Education, tradition has it, is a woman's field. Women make up the bulk of the Nation's teaching staff in the elementary and secondary schools; yet they remain a largely untapped and underutilized source of educational leadership. Women are denied equal pay and equal opportunity for advancement and they are channeled into a small number of "approved" educational fields. Wherever you look in education, women abound in the lower ranks and there, generally, they stay.

Women returning to careers in education face many of the same obstacles women returning as students encounter. Pregnant teachers frequently receive the same summary treatment as pregnant students—policies require them to leave the jobs while pregnant, often with no guarantee of a place when they return. Day care services or subsidies are rarely available to employees in education and part-time employment opportunities are scarce.

Women in administrative positions

Elementary and secondary schools are mainly staffed by women, but when teachers are selected to move into the administrative ranks, men are usually chosen. In school year 1970-71, 67 percent of all public school teachers were women, but women constituted:

- 31 percent of the department heads,
- 15 percent of the principals, and
- 0.6 percent of the superintendents.⁴⁴

Presently, only two Chief State School Officers are women—those in Montana and Guam. When women do get into administrative positions, it is usually at the elementary school level where responsibility, pay and status are lower. While 20 percent of the elementary school principals in 1970-71 were female, women were only 3.5 percent of the junior high school principals and 3 percent of the high school principals.⁴⁵

In postsecondary education administration, women are even less visible, but the same pattern holds. Men dominate college and university administration, particularly at the policy-making levels. The National Education Association's 1971-72 survey of higher education institutions found that of 953 presidencies in 4-year institutions, women held only 32; the proportion is about the same in 2-year colleges.⁴⁶ Even some of the women's colleges, which historically guaranteed women opportunities for administrative leadership, have been hiring male presidents in recent years.

Salaries Paid and Salary-Related Practices in Higher Education.

Female trustees are rare. A 1970 American Association of University Women survey found that 21 percent of the institutions responding to the survey had not a single female trustee and another 25 percent had only one.⁴⁷ The only deanship women were likely to hold was dean of women; only 21 percent of the deans of administration, faculty or instruction were women.⁴⁸ Perhaps the most startling statistic was the sex breakdown of head librarians in 4-year higher education institutions—in a field 83 percent female, nearly 70 percent of the head librarians were men.

A long tradition of excluding women from top administrative positions in education may discourage some women from aspiring to administrative

⁴⁴ NEA Research Division, "Professional Women in Public Schools," p. 68.

⁴⁵ *Ibid.*

⁴⁶ Unpublished figures from NEA, based on data collected for the 1971-72 NEA report on

⁴⁷ Oltman, *Campus 1970: Where do Women Stand?*, p. 23.

⁴⁸ Unpublished figures from NEA, cited earlier.

positions. However, the fact remains that administration is "the way up" in American public education in terms of salary, responsibility and status. It is absurd to conclude that many women year after year voluntarily turn their backs on these hallmarks of advancement.

Discrimination against women in higher education faculties

College and universities present an array of obstacles to women who want to women who want to teach at that level. Less than one in five faculty members is a woman. A recent study of the University of California at Berkeley pointed out that 23 percent of the university's doctorates in psychology went to women, but the last time a woman had been hired in the psychology department was in 1924.⁵⁰ Discrimination in hiring at large and prestigious institutions has forced many women to take jobs in small institutions with lower pay and status and less opportunity for research.

Once women join the faculty, discrimination makes it much harder for them to move up through the ranks than for men. Almost 40 percent of the full-time instructors at 4-year institutions are women, but the proportion of women drops with each rise in rank.

21 percent of the assistant professors,
15 percent of the associate professors, and
9 percent of the full professors.⁵¹

Women are likely to remain on each step of the academic ladder long after their male colleagues with the same qualifications have moved on. While it has been reported that females with doctorates "have somewhat greater academic ability than their male counterparts,"⁵² barely half of all women with doctorates and 20 years of academic experience are full professors, but 90 percent of the men with the same qualifications have reached that rank.⁵³

Taking into account all the possible factors influencing faculty rank, Astin and Bayer concluded in a recent analysis that sex discrimination is an important factor in determining faculty rank—more important than such factors as the number of years employed at the institution, the number of books published and the number of years since completion of education.⁵⁴

In addition, it appears that the more prestigious the institution the less likely women are to penetrate the upper ranks. At Harvard University, to pick an obvious example, of 411 tenured professors in the Graduate School of Arts and Science in 1970-71, 409 were men.⁵⁵

Salary discrimination in education

Institutions of higher education regularly pay women less than men of equal rank. In terms of median salaries by rank, women instructors earn \$510 per year less than male instructors, and women full-time professors earn \$1,762 per year less than their male counterparts.⁵⁶ And as times goes on, the gap is widening.

Astin and Bayer found that sex was a better independent predictor of salary than such factors as years of professional employment and type of advanced degree. The authors reported that by 1968-69 standards, female faculty members should receive an average of \$1,000 a year more just to equalize their salaries with those of their male colleagues of equal rank and experience.⁵⁷ This is an extremely conservative estimate, since it does not take into account financial inequities attributable to other kinds of discrimination. In promotions, opportunities for research, hiring by high-paying institutions and other factors.

At present no data are collected on teacher salaries in elementary and secondary schools. However, in some States, elementary and secondary schools are pro-

⁵⁰ Unpublished 1971 data from the Monthly Report on the Labor Force, supplied by the Bureau of Labor Statistics, U.S. Department of Labor and the unpublished figures from NEA.

⁵¹ Women's Equity Action League (WEAL), "Facts About Women in Education," p. 1. (Mimeographed.)

⁵² National Education Association Research Division, *Salaries Paid and Salary-Related Practices in Higher Education 1971-72* (Washington, D.C., 1972), p. 11.

⁵³ National Research Council, Office of Scientific Personnel, Research Division, *Careers of Ph. D.'s, Career Patterns Report No. 2*, National Academy of Sciences Publication 1577 (Washington, D.C., 1968), p. 69.

⁵⁴ WEAL, "Facts . . ." p. 1.

⁵⁵ Helen S. Astin and Alan E. Bayer, "Sex Discrimination in Academe," *Educational Record* (Spring 1972), pp. 101-118.

⁵⁶ WEAL, "Facts . . ." p. 2.

⁵⁷ NEA, *Salaries Paid* . . . , p. 11.

⁵⁸ Astin and Bayer, "Sex Discrimination in Academe," pp. 115-116.

hibited by statute from paying women less than men of equal rank. In vocational education the median salary in 1969 for female teachers for all levels combined was \$1.158 less than for men; women earned only 87 percent as much as their male counterparts.⁵⁸

Sex typing by field

Within the education professions, positions are highly sex-typed. Women tend to be clustered in certain fields; men, in others. Women overwhelmingly dominate early childhood education, elementary education, and special education. They are 92 percent of the school librarians. In vocational education, most of the teachers in the health occupations, home economics, and office occupations are women. At the lowest end of the professional scale, almost all teacher aides and other educational paraprofessionals are female.

Men, on the other hand, have always dominated teaching positions in mathematics, the sciences, law, medicine and engineering. In vocational education teaching in agriculture, distributive education, technical education and trades and industry has been predominately male.

In recent years, educators have begun to wage an energetic campaign to attract men into the fields of education customarily dominated by women. In some of these fields, the proportion of men has increased, stimulated perhaps by tight job markets elsewhere. If the same energy were devoted to bringing women into male-dominated fields, a few years could bring substantial changes.

Nonprofessionals in education

Women employed as nonprofessionals experience similar discrimination in hiring, advancement and pay. HEW's Office for Civil Rights has turned up numerous cases of sex discrimination against nonprofessional employees. In one institution, custodial employees were divided by sex into "maids" and "janitors." Each had the same duties, but maids were paid substantially less. In another, 4 pay levels were created for the job of clerk; white males received the highest pay, black males next highest, white females came after that and black females were last. All of them had to have the same qualifications and perform the same work.

Career ladders for nonprofessional and paraprofessionals are practically nonexistent. Despite growing popularity of teacher aides, few school systems offer these people, almost always women, the chance for training and advancement to professional responsibility and status. Like most employers, few education institutions have begun to face up to the need for career ladders to enable non-professional office workers to move into the professional office jobs.

RESEARCH AND DEVELOPMENT: HELP OR HINDRANCE?

Research and development can offer valuable insights and useful tools for tackling our most perplexing problems. Despite their potential, research and development to date have contributed little to our ability to solve one of education's most serious inequities: systematic discrimination against the female sex. In general, research and development people have shown only slight interest in exploring sex biases or testing ways of overcoming them. Moreover, studies too often reflect the anti-female biases of researchers.

Exploring sexism through research and development

It is encouraging to note that there are increasing signs of interest in research relating to sex biases, particularly among female scholars. However, remarkably little scholarly work has been done on sex discrimination itself—either on the precise nature and extent of sex bias within the education system, its roots or its effects. An ERIC search for research materials on sex discrimination produced only 12 items, none containing any empirical results.⁵⁹ Too much of our information on sex discrimination is piecemeal, anecdotal or out of date.

Researchers have produced some information on sex differences and sex role development. They often report findings on differences and similarities between males and females—in play behavior, learning styles, interactions with teachers

⁵⁸ Evelyn R. Kay, *Vocational Education: Characteristics of Teachers and Students, 1969*, U.S. Department of Health, Education, and Welfare, Office of Education, National Center for Educational Statistics (Washington: U.S. Government Printing Office, 1970), p. 20, Table A-11.

⁵⁹ Education Resources Information Center (ERIC) is the computerized information retrieval system for research and reports on education.

and in other situations. Where differences exist, causes are rarely explored. We still lack empirical evidence on the extent to which these differences are biologically or culturally determined.

Research on the way children develop concepts of appropriate sex role behavior has had similar limitations. There is (as we noted earlier) evidence that as children go through school, they progressively acquire clearer and more rigid ideas about what is expected of males and females. But we do not know to what extent schooling may be responsible or which aspects of the educational experience have the strongest influence on children's concepts of appropriate sex roles.

Much of the research of sex role stereotypes has another weakness: many studies reflect the researcher's assumption that accepting traditional masculine/feminine role differences is essential to a child's healthy development. In fact, learning all the "cannots" and "must nots" traditionally associated with being female in this society can be a crippling experience. Although there have been a few extremely provocative studies on this problem, many of the studies of sex role development appear to be motivated by a desire to see that boys and girls develop "proper" sex role concepts. For instance, researchers studying the effects of female teachers on boys frequently express a concern that boys may fail to develop appropriate sex role identification without male teachers as models.⁶⁰

Unless the necessary research is put to use, it will provide little help to children in classrooms. It must be accompanied by the products of development—for instance, new curricula, teaching approaches, whole new forms and models that can be put to use in real educational settings. As matters stand, curriculum materials and teacher training techniques aimed at helping teachers avoid sexist behavior are virtually nonexistent. A few recent education experiments do have particular significance for women, e.g., a home-community based career education model and nonresident college degree programs with credit for nonacademic experience. However, serious attempts to tackle some of the most basic problems, such as techniques to counter sex role stereotyping in the early preschool and school years, are lacking.

Biased questionnaires

In addition to the dearth of helpful research and development relating to sex stereotypes and biases, many studies contain sex biases which distort findings and produce knowledge of little or no use in solving problems of discriminating against women. Even worse, these studies may reinforce popular misconceptions about women and encourage educational decisions harmful to them. Sometimes, for example, biases are based on the outdated assumption that woman's proper role is homemaker and dependent. Others seem to reflect attitudes that women, their lives and aspirations—and barriers to those aspirations—are not important enough to be studied.

Sex biases can be found in the kinds of questions researchers ask the population being studied. Project TALENT, a major 20-year longitudinal study of high school students which began with Office of Education support in 1960, offers some examples. The original questionnaire sent out to students recognized that mothers may work and that they may be chief family wage earners. But the questions about responsibilities on the job were limited to fathers' jobs. The questionnaire also included questions relating "your (or your future husband's) salary to amounts of life insurance, savings and investments. Male students could not include a wife's expected income; female students could not consider combined incomes of self and spouse."⁶¹

Another example turned up recently in a draft questionnaire prepared for another major longitudinal study now in progress with NCES support.⁶² A special questionnaire for those neither in school nor employed reflected a number of highly unscientific assumptions about the role of women. The researchers assumed that everyone who was not employed and not in school was a full-time

⁶⁰ In this analysis of educational research and development, we have leaned heavily on Betty Levy, "The School's Role in the Sex Role Stereotyping of Girls: A Feminist Review of the Literature." *Feminist Studies*, Vol. 1, No. 1, Summer 1972. Available from Feminist Studies, 417 Riverside Drive, New York, N.Y.

⁶¹ American Institutes for Research. *The Project TALENT Data Banks: A Handbook*, supported mainly by the Department of Health, Education, and Welfare, Office of Education (Palo Alto, California: American Institutes for Research, 1972). Table 14, pp. 50-61.

⁶² U.S. Department of Health, Education, and Welfare, Office of Education, National Center for Educational Statistics, "National Longitudinal Study of the High School Class of 1972" under contract with Educational Testing Service.

homemaker and female. The questionnaire repeatedly referred to "your husband," although there are men who by choice or necessity stay home, tending house and/or children. Respondents were also asked what vocational training they would prefer, and the choices were all occupations traditionally attracting large numbers of women: secretarial, dental assistant, food services, beautician, child care. Another question asked whether respondents had taken noncredit adult education courses—courses for credit were not included, implying that women in the home would not be interested in academic education for credit. Fortunately, NCES recognized the problems with this questionnaire, and it has never been used. It is useful example, however, of the kind of biases that creep into ostensibly "objective" and "scientific" research.

Single sex studies

Researchers sometimes pick members of one sex or the other as subjects for study. On the basis of an extensive ERIC search, the task force found that this practice tends to produce distorted information in areas of great importance to women. In the abstracts surveyed, single sex studies were more than two times as likely to use males as females. Seventy-eight dealt with males only and 34 dealt only with females. Again most of the 34 abstracts on women did not contain empirical studies, while most of the ones on males did report study results.

Researchers are also much more likely to use males rather than females as a basis for generalizing about the whole population. In our review of the ERIC files, for example, less than half the titles of male-only studies indicated that only men had been studied, while more than three fourths of the titles of female-only entries filed indicated that only females had been studied.

The tendency of researchers to draw general conclusions from a study of males is particularly disturbing and particularly prevalent in research in areas of special importance to women, or where important differences can be expected between men and women. In the abstracts reviewed, male-only studies focused most often on careers, the poor and the emotionally and physically handicapped. Slow readers, school dropouts, under achievers, the physically fit and delinquents were also the topics of male-only studies.

Few of the female-only abstracts dealt with careers. None of the other topics appeared in female-only studies except delinquency which rated a study on "clothing fabric selection" among delinquent girls. There were no studies of female dropouts, no studies of poor or ethnic minority females and no studies of handicapped or underachieving females.

Single sex studies may also reflect faulty assumptions that males have a corner on the problem or issue under study: "Women don't usually work," or "It's really black males who have the problems," or "Most dropouts are male." None of these assumptions are true. Women do usually work, black women are subject to both sex and racial discrimination and have extremely serious problems, boys are only slightly more likely to drop out. It is time researchers understood that women too have pressing needs and began affording them the same attention as men.

The tendency of educational researchers to focus on males makes designing education programs that meet women's needs much harder. A great deal of research has been undertaken on the theory that the knowledge gained can eventually be put to use in changing educational practice. Biased research put to use cannot help but lead to biased educational approaches.

From even a brief look at the status of women in education, it is abundantly clear that education contributes its share to the exploitation of women. Through its system of formal education, society should seek both to nurture young minds and to open doors to lifelong opportunities. On both counts, education is failing the female sex.

PART II.—THE HEW MANDATE

Part II describes the relationship between the Federal education agencies and the pervasive sex discrimination we documented in Part I.

Chapter I outlines existing discrimination in HEW programs and necessary steps to carry out a legal mandate to end discrimination in Federal education programs.

Chapter II presents a plan for creative Federal leadership in fulfilling the spirit of the laws against sex discrimination.

Until very recently, sex discrimination in education was perfectly legal. In fact, sex discrimination in the schools attracted little public attention. Only with the re-emergence of women's rights as a major national issue did sex discrimination in the schools begin to attract serious public attention.

Recent Executive and Congressional action now bars the Federal government from providing aid to an agency or institution practicing sex discrimination in education—either against students or against employees. In 1968, a Presidential Order called on universities and other Federal contractors to end sex discrimination in employment. In June 1972, Congress declared that "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal assistance" ¹ While some institutions are exempted, this law extends the sex bias ban to discrimination against both students and employees in almost all institutions receiving Federal education aid.

Both Congress and the President have spoken: *wherever Federal education funds go, sex discrimination must stop.* That mandate poses a tremendous challenge to HEW and to other government agencies with education programs.

Since the myth of female inferiority is part of the basic fabric of our education system, we can hardly expect sex discrimination to disappear with the stroke of a pen. As with any progress in civil rights, fundamental change will come only with vigorous and persistent action.

Responsive Federal agencies must take the lead with a creative mixture of information and exhortation, incentives and sanctions. The Assistant Secretary for Education and the agencies reporting to him must be heavily involved in that process. So must HEW's Office of Civil Rights and other Federal agencies engaged in education support.

CHAPTER I: THE LEGAL IMPERATIVE

As we noted, public concern about sex biases in education and laws protecting the rights of women in education are fairly recent. It is not surprising, then, to find that the Office of Education has been distributing Federal aid with no questions asked. As a result, much of the serious and widespread discrimination described earlier is being supported, in part, with Federal education funds.

Together, the two laws banning Federal education aid to individuals and agencies discriminating against women are comprehensive:

Executive Order 11246, as amended effective October 1968, bars sex discrimination in employment among all Federal contractors, although not among grantees. Contractors (which include almost all colleges and universities) must draw up plans both to correct current discriminatory practices and to overcome the effects of past discrimination. Plans must include specific goals and timetables for action. Violations can result in withholding or loss of all government contracts. ²

Title IX of P.L. 92-318 enacted in June 1972 prohibits any individual or institution benefiting from Federal education aid from discriminating on the basis of sex, either against students or employees. All Federal education funds can be cut off if an institution fails to comply. There are limited exceptions. Religious institutions acting on religious grounds and military academies are completely exempted and admissions discrimination is still permissible except in vocational, graduate, professional and public co-educational undergraduate schools. ³

This chapter explores the implications of these civil rights laws for HEW. It outlines—

- major areas of sex bias directly supported by Federal education funds;
- action already taken by a few OE offices to counteract sex discrimination in programs they administer;
- steps the Assistant Secretary for Education and agency heads reporting to him must take to live up to basic legal requirements; and
- steps the Office for Civil Rights should take to strengthen enforcement procedures.

¹ Section 901(a) of P.L. 92-318, the *Education Amendments of 1972*. See Appendix A for the full text.

² Executive Order 11246 (30 F.R. 12319) was amended by Executive Order 11375 (32 F.R. 14303) on October 13, 1967, to cover sex discrimination. The amendment did not take effect until one year later, October 14, 1968. Revised Order No. 4 (36 F.R. 17789) followed in December 1971, to spell out contractors' affirmative action responsibilities. See Appendix A for the texts.

³ Section 901 of P.L. 92-318.

UNCOVERING SEX BIAS IN OE AND NIE PROGRAMS

Chiefly because the agency has not been concerned about the use of its funds to deny women equal opportunity, OE and NIE funds do directly support discriminatory practices of all kinds. In some cases, these are sins of commission—unequal pay for equal work, for instance. In others, they are sins of omissions—for example, the failure to recruit women actively in predominantly male training programs.

Below, we cite examples of these biases in several important areas, from career preparations to curriculum development to research. The problems highlights here are by no means the only ones, but they are among the most important. Then, too, the task force was dependent on program information available in Washington: these are all program areas where some information on the impact on women was at hand.

Vocational and Manpower Training

As we indicated in Part I, vocational and manpower training programs, wittingly or unwittingly, are helping to channel the bulk of the Nation's female workers into low-paying jobs. OE's own programs are no different. The agency's programs have reinforced, rather than counteracted, a strong tradition of sex bias in vocational training. This is true of training programs for students under the Vocational Education Act (VEA) and for unemployed and underemployed adults—primarily the poor—under the Manpower Development and Training Act (MDTA).

OE programs tend to train women for a much narrower range of occupations than men—occupations which usually promise little pay, poor chances for advancement and minimal challenge. By and large, male trainees select from a far greater range of training opportunities, resulting in relatively high paid skilled trade and technical jobs.

Under MDTA, a recent study discovered that the Department of Labor's individual referral service, which places people in some institutional MDTA programs, assigned male trainees to training for 177 different occupations; women were only assigned to 12.⁴ Over half the female students in vocational education are being trained for support staff office jobs—receptionist, typist, file clerk and so on. In MDTA institutional training in 1970, half the women were trained for similar jobs: clerical and sales. Sixty-four percent of the men, on the other hand, learned "machine trades" and "structural work"—two training categories which bring in considerably higher earnings after training.⁵

The differences in earnings these disparities will produce are tremendously costly to women throughout their working lives. In fact, the average female MDTA trainee earns less *after* training than the average male trainee does *before* training.⁶

A great deal of vocational and manpower training is completely segregated by sex. Separation of the sexes is taken for granted in our vocational and manpower training programs. So much so, that when States were asked to identify their best vocational education projects serving disadvantaged and handicapped students, 14 listed projects serving only one sex.⁷ Annual reports on MDTA from 1967-70 feature a total of 103 photographs, barely 10 percent showing classes with both men and women.

Although home economics and industrial arts programs are not strictly vocational education, sex segregation is a common pattern here too. The \$25.6 million Consumer and Homemaking Education program may be supporting extensive sex discrimination, since most school systems still exclude boys from

⁴ Olympus Research Corporation. *Evaluation of the MDTA Institutional Individual Referral Program*. Final Report 1972, Prepared for the Manpower Administration of the U.S. Department of Labor (Salt Lake City: Olympus Research Corporation, 1972), p. 14.

⁵ U.S. Department of Health, Education, and Welfare. Office of Education, *Education and Training*, 10th Annual Report to the Congress on Institutional Training under the Manpower Development and Training Act in 1971 (Washington: U.S. Government Printing Office, 1972). See Appendix C. Statistical Tables C-1, D-1.

⁶ U.S. Department of Health, Education, and Welfare. Office of Education, *Education and Training*, 9th Annual Report to the Congress on Institutional Training under the Manpower Development and Training Act in 1970 (Washington: U.S. Government Printing Office, 1971), p. 72.

⁷ The Pennsylvania State Advisory Council for Vocational Education, in cooperation with the National Association of State Directors of Vocational Education, *A National Study to Identify Outstanding Programs in Vocational Education for Handicapped and Disadvantaged Students* (Columbia, South Carolina: National Association of State Directors of Vocational Education, 1971).

home economics courses. While the program has no statistics on how many of its projects activity exclude boys, it does focus chiefly on courses designed to prepare young women for a dual role as worker and homemaker, and only 7 percent of the program's participants are male.

This year for the first time, vocational education funds can also be spent on industrial arts courses, which most school districts close to girls. If industrial arts courses do not open up to girls, OE may become a direct partner in still another kind of sex discrimination.

The limited career aspirations many girls acquire early in life are certainly an important factor in problems of sex typing in vocational training. But OE's vocational and manpower training programs must take their share of the blame. They have clearly failed to encourage girls to seek training for occupations promising more pay or better opportunities. In many cases, vocational and manpower programs have actively discouraged both sexes from training for careers dominated by the other sex.

Career Education

Top OE leadership has generated a great deal of interest in an important new concept that could tackle sex stereotyped career expectations early: career education. Career education aims to completely revamp elementary and secondary education in order to maximize career options for every student. Since it involves teaching children about careers from the early school years on, the new initiative has tremendous potential for counteracting prejudices concerning women's work roles before they are firmly developed.

Even so, without a conscious effort to prevent sex stereotyping in children's career ideas, career education will simply be a new way of reinforcing the old prejudices. Girls will learn earlier that they can expect to be stewardesses, secretaries and nurses; boys will learn earlier that they can expect to be astronauts and doctors, politicians and carpenters, draftsmen and business executives.

The task force did find indications that these biases are already developing in the OE/NIE career education effort:

A brochure from one exemplary career education project, which has become a model for school-based career education, says that classes should "teach us early to respect the work men do."⁸

Sex stereotyping is evident in several draft curriculum units under development for school-based career education. A third grade unit on retail jobs, "The Supermarket," for instance, makes it clear that all supermarket jobs but one (cashier) are men's jobs. Another, a home economics curriculum designed for ninth grade girls, only encourages girls to investigate careers related to home economics. Sex stereotypes pervade the entire unit. For example, when girls are asked about long range goals, the author lists looking for part-time job and going to college to be a preschool teacher as expected responses.

Under another career education experiment now underway, employers themselves will provide students with career awareness, job experience and training and academic instruction. Since sex discrimination is virtually universal in the employment world, sex discrimination in the program itself is likely unless cooperating employers agree to offer both sexes the same opportunities. So far, on one has moved to guarantee participating female students equal treatment.

The career education program is working on one model that should benefit women: the home/community-based model aimed at reaching people, mainly women, in the home. Though this model has gotten off to a slow start, we are hopeful that it may help women in the home to enter or re-enter careers.

Educational and Public Relations Materials

OE, and now NIE, spend substantial resources on developing educational and training materials for national distribution. Even though the task force was able to examine only a few samples, we did find a number of sex biases. In addition to learning materials, the public information materials OE produces on its own programs sometimes contain the same kind of biases:

OE has funded the development of an extremely sex biased career guidance test as part of the career education efforts now administered by NIE. "The Self-

⁸ Hackensack, New Jersey Public Schools, "Somewhere There's a Career Waiting for Them. Will They be Ready for It?"

Directed Search" tends to discourage girls from entering skilled trades and technical professions; boys are likely to be discouraged from entering office and service occupations now dominated by women. The test draws occupational preference profiles based on what students have done or like to do and on their own assessment of their competencies and talents. A girl who has never repaired a TV set, taken shop or been encouraged to believe she has scientific ability is likely to be steered away from the largest group of occupations listed—including forester, architectural draftsman, barber, air traffic controller, jeweler and optician. In the same way, boys may be dissuaded from looking into such fields as English teacher, philosopher and even foreign service officer.

A workbook designed to teach elementary school children action concepts shows boys and girls in sex-typed roles—boys are active, while girls are shown passive and domestic. Girls, not boys, are shown sitting, standing and sleeping—all "actions" without movement. Girls are the only ones pictured sewing, washing dishes, cooking, playing with dolls and sweeping. Boys, on the other hand, are shown shoveling, marching, playing with tanks and cars, fishing, mashing a car, painting a house and flying kites.⁹

OE's own public information materials have produced similar sex stereotypes. The most notable example, the "Career Education" film produced for OE-sponsored career education workshops, showed women in limited and stereotyped female occupational roles. All supervisors but one were male, and the lower paying occupations were generally held by women. The film had men in over 30 different occupations, women in fewer than 20. To his credit, former Commissioner Marland did recognize the problem with the film and recalled it for re-editing. Shortly before, OE's *American Education* magazine had gone to press with and for the film, featuring a photograph of children in career education: boys posing as doctor, policeman and fireman; and a girl posing as a nurse.

Education Personnel

OE and NIE programs affect employment in education chiefly in two different ways: through jobs in agency-funded projects at the State and local level and through training in our many education personnel training programs (NIE has just one: Researcher Training). By and large, both jobs and training supported by the two agencies contribute to the overall inequities facing women who work in education.

Men overwhelmingly dominate the administration of OE and NIE funded projects.—This is clear from information on project directors gathered by the task force; unfortunately, we could not obtain information on other project staff. In almost all of the programs which could furnish data on project directors by sex (approximately 40), fewer than one-fifth of the project directors were female.

According to program staff reports, most recent data showed there were no female directors in the 27 Education Leadership projects funded under the Education Professions Development Act (EPDA) Part D. Women headed only—
 one out of 18 ERIC clearinghouses,
 two of the 80 MDTA skills centers, and
 three of the 106 Language and Area Centers funded under Title VI of the National Defense Education Act (NDEA).

No regional education laboratory or research and development center was headed by a woman, and 65 out of 67 laboratory and center program directors were men.

Women seem to be just as scarce in decision-making positions at the State level, according to the scattered information available. Here too, in most of the programs for which we did get statistics, fewer than 20 percent of the State program coordinators were female. Women represented only:

- 3 percent of the State adult education directors,
- 11 percent of the directors for Title III of the National Defense Education Act,
- 4 percent of the directors for Title I of the Elementary and Secondary Education Act, and
- 1 out of 56 State vocational education directors.

In the traditionally "female" fields, the record was better. Over half of the Right to Read program's 35 State coordinators were woman. For two library programs—Title I of the Library Services and Construction Act and ESEA Title II—the figures were 42 percent female and 36 percent female, respectively. These statistics are still disappointing, however, since 4 out of every 5 librarians are women.

⁹ The "Action" workbook is part of the "Language and Thinking" curriculum developed by CEMREL under the educational laboratories and centers program now located in NIE.

Opportunities in Personnel Training.—The record in promoting equal opportunities in education for women through OE and NIE personnel training programs is mixed. As expected, OE programs are generally training women for educational roles already dominated by women. They are being trained to serve as teachers and paraprofessionals in elementary and secondary, early childhood and special education. Men are being trained for roles which they already dominate: administration and leadership in education at all levels, teaching in higher education and research and development.

A few programs do seem to be contributing to equal opportunities for women and men in education. EPDA Part E serves a higher proportion of women than currently exists in higher education: while only 1 to 5 faculty members is female, 43 percent of the fellowships went to women in FY 1971-72, and a sampling of FY 1969-71 institute participants indicated that women were slightly less than one-third. In addition, several of the EPDA programs are bringing more men into elementary and secondary education by emphasizing veterans. The Career Opportunities Program raised the proportion of male aides being trained from 18 to 39 percent in one year. And EPDA Part B-2, in attracting and qualifying new educational personnel, focuses on mature women returning to work, a group badly neglected by most training programs. This program, however, is being phased out.

Despite these gains, the proportion of women is highest in training for jobs at the bottom of the career ladder (paraprofessionals) and lowest in training for jobs at the top (administration) throughout OE and NIE education personnel training programs:

Several programs funded under EPDA estimated that women were over 90 percent of the aides or paraprofessionals trained.

The Training Teacher Trainers program (TTT) funded under EPDA reported that women were 82 percent of the aides, 69 percent of the teachers, and 19 percent of the administrators trained.

Women were a scant 25 percent of the trainees in school administration under the EPDA Education Leadership program, according to program reports. Program staff reported that leadership training under the Education for the Handicapped Act also serves mostly men.

Moreover, many training programs clearly have not been serving women in the target population equitably. Since training, especially advanced training can be the key to professional advancement, these programs are contributing to a system that advances men more readily than women, even in fields heavily dominated by women.

Though the overwhelming majority of school librarians are women, Title HEA II-B doctoral fellowships go mainly to men. In the program's first four years, school years 1966-67 through 1969-70, women in the program received only 38 percent of the doctoral degrees.¹⁰

Women have been seriously underrepresented in vocational education personnel training under EPDA Part F. According to program staff, 13 percent of the fellowship recipients were women. In contrast, women are over two-fifths of the people teaching secondary vocational education, where most vocational education staff can be found.¹¹

Since 1964-65, women have received only 5 percent of the faculty research fellowships funded under the Fulbright-Hays Act. This is a small fraction of the proportion of women on the higher education faculties.

Access to Education

OE funds help to support the many discriminatory practices that make it particularly difficult for women to gain access to the education they want.

In student aid, for example, the ETS study mentioned earlier found discrimination against women in both the Equal Opportunity Grant Program and the National Defense Student Loan Program. Women were over half of the recipients in both programs, but the mean Equal Opportunity Grant for women was 20 percent less than that for men. Despite the fact that women typically receive more student financial aid through loans than men, women averaged slightly smaller loans than men under the National Defense Student Loan program.¹²

¹⁰ Engin I. Holmstrom and Elaine El-Khanas, "An Overview of the First Four Years of the Title II-B Fellowship Program," *College and Research Libraries*, May 1971, p. 208.

¹¹ Kay, *Vocational Education*, p. 15.

¹² U.S. *Congressional Record*, 92d Congress, 2nd Session, 1972, Vol. 118, No. 28, p. S2699, Table 7.

These differences could not be explained by differences in need, since the study found that male/female income levels were comparable.

In terms of admissions practices, OE funds go to a variety of institutions practicing discriminatory admissions policies, including single sex vocational schools now required in Title IX to open their doors to both sexes. In addition, thousands of school districts which regularly expel pregnant students participate in agency-funded programs.

Research

Sex biases were common in research and development materials examined by the task force. In fact, two examples of sex biases in research mentioned in Part I came from studies funded by OE: Project TALENT and the draft longitudinal study questionnaire to full-time homemakers (See page 19).

OE has funded numerous studies of just one sex. OE supported, for instance, a major study on the effects of dropping out of high school; only male dropouts were studied. Another study, in the planning stages at one of NIE's research and development centers, would investigate influences on the vocational education decisions of male black adolescents. Aimed at the development of "more effective career guidance for disadvantaged black youth," this study will shed no light on the career guidance needs of young black women.¹³

ACTION TO DATE

This task force is the Office of Education's first agency-wide attempt to confront these issues. Neither OE nor NIE has begun to act on the new legal mandate to eliminate biases in their own programs. However, a few programs have already taken first steps on their own initiative. For example:

The Bureau of Adult, Vocational and Technical Education (BAVTE) formally warned vocational educators to avoid discriminating against both students and employees on the basis of sex, as well as race, color and religion. Sent to State and regional staff in January 1972, BAVTE's memorandum on biases in vocational education represents OE's only warning to recipients of agency grants on sex discrimination.

The Researcher Training Program, now under NIE, notified FY 1972 applicants for training funds that they should work to develop the talents of women, as well as minorities, industry personnel and representatives of a wide variety of disciplines. This is an important step, although the addition of industry personnel and representatives of different disciplines dilutes the impact of the statement as an equal opportunity measure.

A few offices report that they have made some effort to review materials for sex biases: The Office of Public Affairs (public affairs materials), the National Center for Educational Communications (materials on exemplary programs and practices slated for national dissemination) and the Center for Vocational Education Curriculum Development (vocational education curriculum materials). These efforts have not always been effective, though, as the examples of sex biases in public affairs materials mentioned earlier indicate.

The Vocational Education Exemplary Programs staff has urged project directors to make use of pamphlets encouraging training for girls in traditionally male occupational fields.

The Higher Education Training Program under EPDA Part E has established as one of its priorities programs preparing women for careers in higher education. Again, this is progress, although its impact is diluted since this is one of many priorities.

The Institute for International Studies (IIS) established its own force last summer (1972) to assess the impact of IIS programs on women.

NEXT STEPS FOR HEW'S EDUCATION AGENCIES

With the enactment of new laws banning sex discrimination, OE and NIE's first responsibility must be to use all the administrative tools at hand to eliminate sex discrimination in agency programs. The Office for Civil Rights will take the formal actions necessary to secure institution-wide compliance for recipients of Federal funds. But tackling sex discrimination in education cannot, must not, be left solely to the work of an enforcement agency.

¹³ Ohio State Center for Vocational and Technical Education, *Basic Program Plan, Vocational Development and Adjustment I* (Columbus, Ohio: Ohio State University, 1972).

While OE and NIE have no powers to press for compliance throughout an entire institution, they do have sole authority for the conduct of their own programs. Since it is now illegal for these agencies to supply funds to any institution discriminating on the basis of sex, it is up to them to do whatever they can to prevent direct discrimination under OE and NIE programs.

OE and NIE must notify contractors and grantees about the new laws, secure assurances of compliance and monitor programs for evidence of discrimination. In addition, both agencies will need to use their discretion over project grant programs as leverage to assure compliance in areas where discrimination against women has been especially acute. The informal pressure and leadership which the Assistant Secretary and his education agencies can provide, coupled with the case-by-case legal action from the civil rights office, are both needed to meet the challenge. All of these units will need to carry out their complementary responsibilities in close cooperation.

Making the Legal Requirements Known

As a beginning, NIE and OE need to provide explicit instruction to each recipient of their funds about its obligation to end sex discrimination. Notices must be placed in guidelines and other agency publications; applications must be changed to include an assurance that grantees will comply with the ban against sex discrimination. Both are already standard operating procedures for the racial discrimination ban in the Civil Rights Act of 1964.

Simple notification will not be enough; aid recipients will need guidelines spelling out their concrete responsibilities under the new law. Failure to provide these institutions with specific guidelines has caused difficulties in securing compliance with the Executive Order. OE has not furnished prospective contractors with the documents detailing required action: Department of Labor guidelines, Revised Order No. 4 or new HEW guidelines just developed for universities. Both OE and NIE must begin to supply these materials, along with regulations and guidelines on Title IX when available, routinely to all prospective beneficiaries of agency funds.

OE and NIE will need to act promptly. Title IX is already in effect, and FY 1973 projects should not be funded until an assurance of compliance is given. Where program documents have already appeared without additions, program offices should distribute addenda at once to make up for that oversight.

Specific written guidance must be supplemented with working sessions between administrators and HEW staff where information and concerns about Title IX compliance and enforcement can be freely exchanged. That way administrators can discuss precisely how Title IX applies to their own policies and practices. Title IX workshops should reach a range of education personnel: school superintendents and university presidents, student financial aid and budget officers, career counselors and librarians and so on. NIE should direct similar efforts to researchers and research directors, heads of regional laboratories and R&D centers. OE should place special emphasis on informing State agency officials, since State staff will be responsible for monitoring local projects funded under State formula grant programs for compliance with the new law.

Monitoring for Compliance

Once the minimal legal forms and information needs are met, OE and NIE must include a check on Title IX compliance in their own monitoring activities. Many programs do attempt some monitoring—through site review teams, telephone checks or written reports. Whatever the method, program officers should look at the treatment of women in each program and take steps to resolve any problems they discover. Here again, OCR should help out by suggesting standards to be used in program monitoring.

Applying Leverage Through Discretionary Authority

In addition, NIE and OE must use their discretionary authority to combat sex biases in program areas where discrimination is particularly damaging.

Instructional and Informational Material.—As we noted earlier, both agencies support the development of educational and public relations materials intended for broad national distribution: curriculum materials, teacher training techniques, program reports, films and so on. To stop perpetuating sex biases in these materials, NIE and OE should take several steps:

Notify developers, both inside the agency and out, of their obligation to avoid sex biases. This can be done formally—through guidelines, for instance—and informally—in the course of contract negotiations.

Produce a pamphlet on avoiding sex bias as a guide for developers. This would serve not only the agency's own needs for consistency, but also the growing number of people across the country who are becoming concerned with sex bias in the schools and in the media.

Review the products of agency-funded development efforts for sex biases before they are finalized. Most of these materials are already subject to review, either by the program unit supporting their development or, for public relations materials, by the Office of Public Affairs. To insure that materials are reviewed carefully for sex bias, specific staff people in appropriate offices should be designated to perform that job. These people should be named after consulting with women in each office about which staff members would be most sensitive to sex bias.

In most cases, sex stereotypes can be eliminated without much trouble. Changing photographs, revising a story line slightly, deleting words here on pictures there will usually suffice. For a few projects, however, sexism will be so deeply lodged in the fundamental concept of the work that the only remedy will be complete rejection. We found one such case: the "Self-Guided, Search" guidance test developed at Johns Hopkins and urge that support for it be dropped.

Career Education.—Both NIE and OE have already invested substantial energy in the success of Career Education. If we fail to use our influence to counteract sex bias in pioneer career education projects, these "models" and "exemplary programs" will offer new ways to reinforce outdated aspirations for both girls and boys. Eliminating sex segregation should be established as a priority under all education and training programs for careers, and model and exemplary projects should be held accountable for involving both sexes in all activities.

Other Areas for Action.—Other related recommendations speak for themselves; they range from promoting the advancement of women through training programs to avoiding sex bias in research.

Strengthening Title IX

Finally, we propose two additional steps designed to strengthen Title IX. Title IX covers all Federal agencies supporting education: the National Science Foundation, the Office of Economic Opportunity, the Department of Labor, the Department of Defense and so on. To our knowledge, these agencies have taken no action on Title IX. We suggest that the Federal Interagency Committee on Education work to get all appropriate Federal agencies moving on enforcement of Title IX.

We urge the Assistant Secretary to seek an amendment to Title IX itself, extending its coverage to admissions in elementary and secondary schools, to military academies, to single sex public undergraduate colleges and private coeducational undergraduate colleges. There is no justification for allowing institutions which receive public monies to restrict educational opportunities for either sex. Both women and men ultimately suffer from this practice. We have avoided recommending that admissions to private undergraduate institutions be covered, however, since the task force could not agree on removing the exemption for these institutions. Half of the task force felt these institutions do have merit, and that as private institutions they should continue to qualify for Federal aid they may need to survive.

RECOMMENDATIONS

Making the Legal Requirements Known

1. We recommend that OE and NIE fully inform potential and actual recipients of Federal education aid of their obligations to eliminate sex discrimination under Title IX and Executive Order 11246. Specifically, we recommend that:

(a) All OE and NIE guidelines, regulations and other appropriate documents be amended to include a statement on Title IX, P.L. 92-318, and require applicants to submit an assurance of compliance. OE and NIE should attach an addendum to this effect to all FY 1973 program documents already printed without this statement.

(b) All OE and NIE contracts and grants officers provide all applicants with detailed instructions on their obligations under Title IX and Executive Order 11246 before they sign assurances of compliance. Contractors should receive a copy of Revised Order No. 4, Department of Labor guidelines and HEW guidelines. All potential aid recipients should receive Title IX regulations and guidelines when published.

2. We recommend that OE and NIE provide information and technical assistance concerning Title IX and its implications directly to State education personnel, school administrators and education personnel throughout the country. Specifically, we recommend that:

(a) Each Deputy Commissioner in OE and equivalent within NIE be responsible for conducting extensive workshops and conferences on Title IX for key State and local personnel in their respective areas of concern. All regular program workshops and conferences sponsored by the two agencies should include briefings on Title IX. These should be conducted on a continuing basis as long as sex discrimination remains a major problem in education. A specific person in NIE and OE should be designated to coordinate each agency's plans for these activities.

(b) The Commissioner of Education make Title IX a major topic of discussion in his next meeting with the Chief State School Officers. He should emphasize the leadership role the Federal government will expect the State education agencies to play in eliminating sex discrimination at the State and local levels.

Monitoring for Compliance

3. We recommend that OE and NIE monitor their own programs for Title IX compliance. Specifically, we recommend that OE and NIE include compliance status checks on all regular site reviews, including State management reviews conducted under ESEA Title V. OE's Deputy Commissioners and equivalent officials in NIE should work with the Office for Civil Rights to develop reporting forms and uniform criteria for monitoring compliance status in site reviews.

Leverage through Discretionary Authority: Instructional and Information Materials

4. We recommend that OE and NIE insure that all instructional and public relations materials developed with OE and NIE funds for national distribution be free of sex biases. This would include career and vocational materials in model and exemplary programs. Specifically, we recommend that:

(a) Guidelines, requests for proposals and other appropriate documents stress as a condition for funding that materials be developed without sex stereotyping.

(b) OE's Office of Public Affairs, in cooperation with OE and NIE program staff, develop a guidebook concerned with avoiding sex biases to assist contractors, grantees and agency staff in developing materials.

(c) OE and NIE designate at least one staff person within each appropriate program and public affairs office to clear new materials before their completion and dissemination. These staff people should be selected after consultation with the women in these offices.

(d) OE and NIE review existing projects for sex biases. As part of this effort, NIE support for the "Self Directed Search" guidance system developed at Johns Hopkins should be terminated.

Leverage through Discretionary Authority: Career Education

5. We recommend that OL and NIE work together to eliminate sex discrimination in career preparation. Specifically, we recommend that:

(a) OE and NIE establish the elimination of sex segregation as one of career education's major goals, and emphasize that new goal in materials explaining the career education concept.

(b) Program guidelines and other appropriate documents be amended to emphasize that the elimination of sex segregation is a priority in education and training for careers.

(c) Guidelines require all model and exemplary programs in career education and training report their success in including students of both sexes in all education activities.

Other Areas for Action—Training

6. We recommend that OE and NIE work to equalize the proportion of men and women at all levels and in all areas of education through training programs. Personnel training program guidelines should be modified to require applicants to include plans for increasing the numbers of male and female participants in fields where either sex is underrepresented as well as report annually on progress towards achieving that goal. Specifically, we recommend that:

(a) Greater numbers of women be trained in areas where they are currently underrepresented, such as educational administration in all fields, trades and industry in vocational education, educational research and development, educational technology, the "hard" sciences and in other appropriate areas.

(b) Greater numbers of men be trained for employment in entry level positions in areas where they are currently underrepresented, such as early childhood education, elementary education, special education, home economics, business/office education, the health professions and in other appropriate areas. In addition, greater numbers of men should be trained as paraprofessionals in all fields.

Other Areas for Action—Project Administration

7. We recommend that OE and NIE promote the involvement of women in top positions in OE and NIE funded projects. Specifically, we recommend that:

(a) OE and NIE amend guidelines for discretionary programs to require that applicants for funds submit data on title, salary and responsibilities of top project staff by sex.

(b) OE and NIE review that information for evidence of discrimination and negotiate before funding for the correction of any inequities.

(c) In all program guidelines and other official program documents, OE and NIE emphasize their interest in receiving applications from women and for projects directed by women.

(d) OE and NIE, working with women's organizations, encourage women to apply for discretionary program funds. Women's organizations should be included on appropriate mailing lists for application notification and guideline distribution.

Other Areas for Action—Research

8. We recommend that OE, NIE and the Assistant Secretary for Planning and Evaluation (ASPE) review for sex biases all research instruments to be used in education studies they fund.

9. We recommend that OE, and ASPE insure, before funding education research projects, that projects studying people use samples of both sexes and report results by sex. Exceptions should be made only when the information sought is already available for one sex or when a study is explicitly designed to serve the goal of equality of the sexes and special circumstances require a one-sex study.

Specifically, we recommend that guidelines, requests for proposals and other appropriate documents state the conditions under which one-sex studies are permissible and request that anyone applying for funds for such a study provide a justification.

Strengthening Title IX

10. We recommend that the Federal Interagency Committee on Education explore the implications of Title IX for other Federal agencies providing education assistance and encourage those agencies to take the necessary action to enforce Title IX.

11. We recommend that the Assistant Secretary for Education strongly urge the amendment of Title IX to cover admissions in elementary and secondary schools, military academies, single sex public undergraduate colleges and private coeducational undergraduate colleges.

NEXT STEPS: THE OFFICE FOR CIVIL RIGHTS

The Office for Civil Rights (OCR) already handles Executive Order enforcement in higher education institutions. Title IX expands its sex discrimination enforcement authority to institutions of all kinds receiving Federal education aid, with very few exceptions.

OCR's work is absolutely critical to the effectiveness of any civil rights law applying to HEW programs. The Office interprets these laws through regulations and guidelines, conducts on-site compliance investigations, negotiates with institutions found out of compliance and notifies HEW agencies to terminate funding

if contractors or grantees refuse to comply. Clearly, the impact of anti-sex discrimination laws will depend largely on how effectively OCR carries out its job.

Executive Order Enforcement

So far, the record in enforcing equal treatment for women in employment under the Executive Order has been disappointing. The Executive Order itself and enforcement efforts have proven weaker chiefly in two areas: accountability and compliance standards.

Accountability—Unless the government conducts a compliance investigation, a contractor is not accountable for its efforts to live up to the Executive Order. While they are required to develop an affirmative action program detailing plans to eliminate sex (and race) discrimination, contractors do not have to submit them to Federal officials; public agencies and small contractors are not even required to put them into writing. In fact, compliance investigators have found that many contractors that are required to put their plans in writing do not bother to do so, since they do not have to submit them for approval. The government neither approves affirmative action programs nor monitors progress in carrying them out as a routine matter.

Only if the enforcement unit (OCR, in HEW's case) decides to do a compliance investigation does an institution have to answer for the adequacy of its affirmative action program, or its efforts to live up to it. Investigations are costly and time consuming and only a small minority of institutions do undergo such an investigation. Trying to enforce the Order without routine review of all affirmative action plans would be like trying to achieve school desegregation by telling dual school systems they must desegregate, asking them to devise their own program (either written or unwritten) and then assuming that desegregation has occurred.

Compliance Standards.—In addition, OCR has been slow in developing and promulgating specific standards for compliance. It took four years after coverage of sex discrimination was added to the Executive Order for OCR to come out with guidelines dealing with sex bias in higher education institutions. OCR has also failed to develop uniform standards to guide its own personnel in compliance reviews. Investigations are handled by regional office staff, and procedures and compliance standards vary from region to region, from institution to institution. Not only does an absence of uniform standards frustrate effective civil rights policy, it is unfair to any institution making a genuine effort to comply with the Federal government's equal employment demands.

Enforcement of Title IX

Hopefully, Title IX enforcement will be more vigorous than efforts to date under the Executive Order. Of course, it is still too early to tell. We must make clear, however, our concern that OCR move promptly and decisively on Title IX enforcement. Regulations, now under development, must be specific enough to give educators a concrete understanding of what is expected, especially in terms of sex discrimination against students which the government has never before tackled. Detailed guidelines need to follow just as promptly.

OCR will need to provide regional offices with clear and uniform procedures for investigation and enforcement. We urge a special focus on sex discrimination at the State level, since State education agencies, with administrative responsibility for much of the Federal aid funds, exert a great deal of influence over the way local school districts spend their funds. We also strongly advise that the enforcement of Title IX to be carried out in coordination with efforts under the Executive Order. Not only would that minimize duplication of efforts, it would also ensure that each investigation covers discrimination against both students and employers.

Discrimination in OCR Staffing

As a law enforcement agency, the Office for Civil Rights has a special obligation to meet the standards it sets for others. OCR's record in hiring female professionals is appalling.

Women are only 11.6 percent of all OCR professionals GS-13 and over. In the mid levels, OCR employs 77 GS-13's—7 are women; 59 GS-14's—8 are women; and 31 GS-15's—4 are women.

FULL-TIME PROFESSIONAL OCR STAFF, AS OF NOV. 12, 1972

| Grade | Total | Number of men | Number of women | Percentage of women |
|-------|-------|---------------|-----------------|---------------------|
| 18 | 1 | 1 | 0 | 0 |
| 17 | 0 | 0 | 0 | 0 |
| 16 | 4 | 3 | 1 | 25 |
| 15 | 31 | 27 | 4 | 13 |
| 14 | 59 | 51 | 8 | 14 |
| 13 | 77 | 70 | 7 | 9 |
| 12 | 38 | 28 | 10 | 26 |
| 11 | 42 | 15 | 27 | 64 |
| 9 | 38 | 15 | 23 | 61 |
| 7 | 35 | 3 | 32 | 91 |

The Office for Civil Rights is charged with guarding the rights of women under billions of dollars worth of HEW grants and contracts. Minority groups have argued for a long time that full minority representation is the key to energetic civil rights enforcement. By the same token, rights of women in HEW programs can only be protected if women have an equal share in senior and decision-making positions in the Office for Civil Rights.

RECOMMENDATIONS --

Executive Order Enforcement: Accountability

12. We recommend that HEW's Office for Civil Rights strengthen its procedures for holding contractors accountable for compliance to Executive Order 11246. Specifically, we recommend that HEW guidelines require contractors to submit affirmative action plans for approval whether or not a compliance review has been made; plans should be accepted or rejected within three months after submission.

Title IX Enforcement: Compliance Standards

13. We recommend that the Office for Civil Rights develop strong uniform procedures for investigating sex discrimination in education. Specifically, we recommend that:

(a) OCR develop a standard procedure for collecting and evaluating information at defined intervals on the compliance status of institutions under Title IX and Executive Order 11246.

(b) Investigations initiated under Executive Order 11246 be carried out in conjunction with investigations initiated under Title IX.

Title IX Enforcement: State Education Agencies

14. We recommend that the Office for Civil Rights work directly with each State to overcome present inequities experienced by women in State education agencies. Specifically, we recommend that OCR set the investigation of State education agencies as a priority under title IX enforcement.

CHAPTER II: BEYOND THE LEGAL IMPERATIVE

Administrative action to enforce the legal ban on sex discrimination is only the first step towards achieving equality for women in education. Over time, we must work for fundamental change throughout the education system. Ultimately, the fight for change must be won in every school district, in every college and university. In that struggle, the Federal government's principal contribution must be leadership, since government can directly affect only a small share of the Nation's education resources. We look then to HEW as a catalyst for change.

This chapter outlines the most important leadership roles HEW's "House of Education" should play: public education, helping students and teachers to explore new roles for both sexes, fostering new educational approaches and knowledge building. Finally, it lists the internal management changes the education agencies ought to make if they are serious about championing women's right to equal educational opportunities over the long term.

EDUCATING THE PUBLIC

There is remarkably little understanding, either in the education community or in the public at large, of the serious barriers to equality women face today throughout education. If education institutions all around the country are to begin removing those barriers, many more people—inside the education system and out—will have to appreciate the problem.

The Assistant Secretary for Education and the agencies reporting to him have substantial public information resources at their command. Through press releases and reports, articles and films, program and public affairs staff generate a steady flow of information on education issues of national importance. Top agency officials are constantly in demand for speeches and other public appearances; both the Commissioner and his Deputies had extensive speaking schedules last year.

All of these information resources can be put to work building public awareness of the inequalities women experience in education. In OE, a few efforts have already been made:

The Commissioner early in 1972 issued a strong statement on the educational rights of pregnant students. He said:

"Every girl in the United States has a right to and a need for the education that will help her prepare herself for a career, for family life, and for citizenship. To be married or pregnant is not sufficient cause to deprive her of an education and the opportunity to become a contributing member of society."¹⁴

"The U.S. Office of Education strongly urges school systems to provide continuing education for girls who become pregnant. Most pregnant girls are physically able to remain in their regular classes during most of their pregnancy. Any decision to modify a pregnant girl's school program should be made only after consulting with the girl, her parents, or her husband if she is married, and the appropriate educational, medical, and social service authorities.

"Further, local school systems have an obligation to cooperate with such other State, county, and city agencies as health and welfare departments and with private agencies and physicians to assure that pregnant girls receive proper medical, psychological, and social services during pregnancy and for as long as needed thereafter.

"The needs of pregnant girls are but one aspect of our concern. Young fathers also require assistance to enable them to meet the considerable responsibilities which they have assumed. We shall continue to emphasize in all aspects of our concept of comprehensive programs for school-age parents, the problems, the needs, the resources, the processes, and the program activities which will serve *both* young women and young men experiencing or anticipating early parenthood. In so doing, we also serve the children involved, and intend to promote a more successful "services integration model" for them—a strengthened family structure."

OE just sponsored a conference on sex role stereotypes in the schools, held Thanksgiving weekend, 1972. Conducted by the National Education Association, the conference attracted participants from various segments of the education community and the concerned public.

The agency is sponsoring a portable exhibit on school-aged parents, dramatizing the problems these young women face and the need for services to parents of both sexes.

The December 1972 issue of *American Education*, OE's own mass circulating magazine, carries a lead article on the laws banning sex discrimination in Federally-funded programs.

These are excellent initial efforts, yet the Education Division has barely begun to use the public information resources it has available. The Commissioner delivered 35 major addresses over the last school year, the Deputies among them many more. However, not top agency official has ever delivered a speech whose primary focus was a fundamental civil rights issue affecting half the population: equality for women.¹⁵

¹⁴ Statement of U.S. Commissioner of Education, Sidney P. Marland, Jr., on "Comprehensive Programs for School-Age Parents" before the Florida State Conference on Improving Services to School-Age Pregnant Girls.

¹⁵ An aide to the Deputy Commissioner for Development did deliver a speech on his behalf last June, entitled "Barriers to Utilizing Women's Talents."

Top level leadership is needed to emphasize the seriousness of the inequities facing women in education. In addition, OE, NIE and the Assistant Secretary should see other media at their command to increase public awareness.

RECOMMENDATIONS

Educating the Public

15. We recommend that the Assistant Secretary for Education, the Commissioner of Education, the Director of NIE and their respective Deputies should arrange to speak before key national education groups on their responsibilities for ending discriminatory practices. For example, we suggest that:

(a) The Assistant Secretary for Education or the Commissioner of Education address a conference of the major book publishing associations on OE's concern with sex stereotyping in educational materials and its effect on the status of women in education.

(b) The Director of NIE's Career Education Task Force and the Deputy Commissioner for Occupational and Adult Education speak before the American Vocational Association and other key vocational groups on the need to encourage young men and women to explore the entire range of vocational opportunities.

(c) The Assistant Secretary for Education or the Commissioner of Education discuss the detrimental effects of inadequate counseling on lowering female career aspirations before the national meetings of secondary school counselors.

16. We recommend that the Office of Public Affairs use the range of media at its disposal to expand public consciousness of the growing struggle among women to secure equal opportunities in education. Specifically, we recommend that:

(a) OPA work with program officials to produce a documentary film for public distribution on ways education can help women to break traditional sex barriers in various occupations at all levels.

(b) OPA organize an exhibit on women and sex discrimination in education for use at education conferences and at gatherings of women's rights groups. The exhibit might premiere in the Office of Education's main lobby, and focus particularly on Title IX, sexism in career training, and sex stereotyping in elementary school curricula.

(c) In cooperation with the Office for Civil Rights in HEW, OPA develop and disseminate a pamphlet to the general public on laws protecting women's rights to equal opportunities in education.

(d) *American Education* continue to publish articles to be made available in reprint form on the roles and progress of women in education.

EXPLORING NEW ROLES FOR WOMEN AND MEN

If schools are to take the mandate to eliminate sex biases seriously, they will have to discard many outdated attitudes, practices, and educational tools. Teaching techniques, textbooks, films, and guidance tests will all need basic revisions.

Unless OE and NIE take the initiative in developing replacements for these antiquated teaching tools, educators will have nowhere to turn when they begin trying to overcome sex biases in the classroom.

Accepting the challenge will mean much more than merely producing neutral materials. It will demand new materials and learning approaches which explicitly address the problems of sexism and help teachers and students to cope with them.

The task force unearthed only one instance where OE has supported this kind of initiative—A curriculum unit designed to dispel traditional myths about women's roles in the work force. Aimed at secondary school girls, the unit provided students with information on occupations and on women's expanding role in the work force. Unfortunately, the Ohio State Center for Vocational and Technical Education produced this unit quite independently of the curriculum development for the school-based career education model. The Center has not yet adapted it or any other materials like it for inclusion in career education curriculums.

OE and NIE should continue supporting the development and dissemination of materials to help boys and girls understand the right of women to equal vocational opportunities and the underlying causes of job discrimination. At the same time, they should see that all model career education programs include components on the role of women in the work force.

In addition, OE and NIE should focus development and dissemination resources on curriculum and guidance materials which encourage students of both sexes to explore new roles, and on teacher training materials which aim to help teachers avoid biases in their dealings with students. To assist educators, teachers and citizens concerned about sexism in the present curriculum, OE should disseminate a bibliography of unsex-biased curriculum materials.

RECOMMENDATIONS

Exploring New Roles for Women and Men

17. We recommend that OE and NIE foster educational approaches which encourage children of both sexes to explore new roles. Specifically, we recommend that:

(a) OE and NIE fund the development of educational and guidance techniques and materials designed to encourage students to explore new roles, particularly in educational areas where sex discrimination is especially strong, as in career education and guidance testing.

(b) OE support the development and dissemination of teacher training materials on avoiding sex biases. In addition, we recommend that OE and NIE personnel training program guidelines be amended to encourage projects to include training in overcoming sex biases.

(c) OE develop and disseminate a bibliography of unsex-biased materials appropriate for school use, especially at the elementary and secondary levels.

(d) OE and NIE insure that all model and exemplary career education projects include instruction that explicitly addresses the problems of sex-stereotyped occupations and dispels myths about women in the work force.

SERVING WOMEN'S SPECIAL NEEDS

No one should be denied an education simply because she—or he—has chosen to raise a family.

Yet, education is out of reach for many women with family responsibilities not because of active sex discrimination—but because educational institutions do not provide the special services these women need to pursue education or training.

These problems, already summarized in Part I, are not susceptible to enforcement measures. Positive, not punitive action is called for to secure special services and new educational improvements compatible with these women's needs. With a modest redirection of resources, OE and NIE can do a great deal to expand educational opportunities for women with families.

Action to Date

OE-NIE programs have supported scattered efforts to open up education to women with special needs:

The home/community-based career education model, mentioned above, will use the mass media to help unemployed adults in the home (chiefly women), take advantage of community career education resources. NIE is now funding the model's development.

The Adult Education Program offers part-time basic education. One project, "Armchair Education," reaches into the home to motivate prospective students to take advantage of educational and other community resources.

Title I of the Higher Education Act supports several projects serving women seeking continuing education and training. Eight projects funded in FY 1971 offered counseling services and skill training to women reentering the work force. However, these efforts remain limited, and projects have not been evaluated for their effectiveness in meeting women's needs.

Local school districts have opted to use funds from several programs for special projects for school-aged parents. In addition, OE is lead agency for a standing Interagency Task Force on Comprehensive Programs for School-Aged Parents, whose mission is to marshal Federal resources for teen-age parents.

Next Steps

OE and NIE can do much more in using existing program resources to promote expanded educational opportunities for women—and men—for whom raising a family create special difficulties. The two agencies, along with the Fund for Improvement of Postsecondary Education, should act now on several fronts.

Child Care.—Currently, no OE programs specifically authorize program funds for child care, although it is possible that some program funds such as ESEA, Title I, are supporting student day care services at local option. Title I and the Follow Through program will pay for babysitting costs necessary for parental participation, but this is the closest OE has come to actively offering the child care assistance needed to enable parents to participate in an agency program.

Spending program funds for child care is not a new idea. Most of the Federal poverty-oriented training programs—including WIN, Job Corps, JOBS, Neighborhood Youth Corps, Public Service Careers, and the Concentrated Employment Program—permit grantees to pay for trainee child care.

We urge that OE permit local projects to use program funds to help needy parents shoulder child care costs on a sliding income scale, either by providing child care services or through payments for such services. Although we don't expect this option would be used widely, it would permit program staff to use funds for that purpose should the need arise.

Serving School-Aged Parents.—OE's efforts on behalf of these young people have had several shortcomings. First, special projects funded by OE often segregate pregnant students in special classes, whether or not they prefer regular classroom instruction. Second, in the program with the biggest stake in keeping school-aged mothers in school, Dropout Prevention, only three out of 21 projects have components serving pregnant students. Third, except for these three projects, OE has not supported interagency efforts to focus HEW resources on school-aged parents by setting aside discretionary funds for that purpose. OE should assure that its initial commitment to serving these young people is carried out by identifying specific program resources to be used.

Part-time Study.—Because OE and NIE programs mirror existing practices in recipient institutions and because program administrators may not appreciate the demand for part-time study, projects we assist usually conform to traditional full-time education patterns. OE- and NIE-funded vocational and graduate education programs are mainly full-time.

OE and NIE can use their service and training programs as leverage to expand part-time opportunities throughout the education system by requiring that all such projects make provision for part-time students.

Recent changes in student aid legislation may make it easier for women to secure an equal share of Federal student financial aid. P.L. 92-318 opened all student aid programs to students attending school at least half-time. If this authority is used, it could benefit women with children who seek higher education on a part-time basis. Student aid officers may be reluctant to aid part-time students, however, and OE should encourage these officers to make full use of the new authority.

Accommodating Other Programs to the Special Needs of Women.—OE and NIE should identify women wishing to continue education or training as a special target group in programs currently serving adults: not only in adult education, but also in personnel training, manpower training and postsecondary education programs. Women with family responsibilities have been largely excluded from these programs, and only a visible emphasis on projects serving their needs is likely to produce different results.

Two new program authorities are particularly well suited to reaching this population. P.L. 92-318 authorized the creation of Educational Opportunity Centers serving low-income areas, to provide information on student financial aid, help in applying to institutions of postsecondary education, counseling and tutorial services. For women cut off from the usual sources of information and advice on student aid opportunities, these centers could be an invaluable source of information. The same law also authorizes a ten percent discretionary set-aside of the HEA Title I Community Service and Continuing Education Program for special projects exploring solutions to problems of social change. These funds should be targeted on developing model programs for women returning to education and work.

The Office of Public Affairs program for disseminating information to the public on priority education issues could be extremely useful in reaching women in the home with relevant information on education and training. For example, OPA has been distributing "25 Technical Careers You Can Learn in 2 Years or Less" as part of a career education effort. The Office can use similar techniques to reach women—with information, for instance, about student aid and about exploring the types of occupations now opening up to women. The Women's Bureau in the Department of Labor has put out an excellent series of pamphlets

designed to do just that ("Why not be an Engineer?"); such materials could be used in an OE information campaign aimed particularly at younger women.

Finally, experimentation with entirely new approaches to education responsive to life styles of women raising families is sorely needed. The home community-based career education model is one step; others are needed to meet the needs of women getting an academic education of various kinds. The Fund for the Improvement of Postsecondary Education, NIE, and OE have complementary responsibilities for fostering major educational change. They should be working together to see that education begins to serve the long neglected population of women who want both a family and more education.

RECOMMENDATIONS

Child Care and Serving School-Aged Parents

18. We recommend that OE, NIE encourage educational institutions to provide opportunities for parents raising children to pursue their education. Specifically, we recommend that:

(a) Day care be made an allowable cost in all programs (including construction programs) serving people of child-bearing age. OE should recommend new legislation where program guidelines cannot accomplish this.

(b) OE set aside at least two million dollars from discretionary monies for projects to support the work of the Interagency Task Force on Comprehensive Programs for School-Aged Parents.

Part-Time Study

19. We recommend that OE and NIE promote part-time study opportunities for women returning to education. Specifically, we recommend that:

(a) OE and NIE insure that part-time students are admitted to projects funded under postsecondary and other programs serving adults. OE should recommend legislation to accomplish this where it cannot be achieved through guideline changes.

(b) Student aid program guidelines urge institutions to make Federal financial aid available to half-time students in proportion to their enrollment in the student body.

Accommodating Other Programs to the Special Needs of Women

20. We recommend that OE and NIE guidelines for programs aimed at adults state that projects serving women wishing to continue their education be given special consideration. In addition, the Educational Opportunity Centers established under P.L. 92-318 should identify this population as a special target group, and Title I of the Higher Education Act should use its discretionary set-aside to fund model programs serving this group.

21. We recommend that the Office of Public Affairs undertake a public service information campaign publicizing new opportunities for women in education through radio and television spots as well as through printed materials. For example, suggest that:

(a) OE make use of the excellent materials already developed by the Women's Bureau at the Department of Labor to encourage young women to enter male-dominated professions, and cooperate with the Women's Bureau in developing new materials.

(b) OE direct information on student financial aid to women in the home who plan to return to education or employment training after several years' absence.

22. We recommend that OE, NIE and The Fund for the Improvement of Postsecondary Education experiment with new educational approaches with a potential for expanding opportunities for women in both academic and vocational education.

BUILDING OUR STORE OF KNOWLEDGE ON WOMEN IN EDUCATION

At the national level, OE and NIE bear chief responsibility for building our store of knowledge about women in education in the United States. Between them, the two agencies should be gathering national statistics on the status of women as students and employees in the education system, evaluating the impact of OE and NIE programs on women and supporting research on sex role development and sex discrimination.

Collection and dissemination of educational statistics have been part of OE's basic mandate since its creation in 1867. With the enactment of the Cooperative Research Act, OE also took on responsibility for supporting research and development in education. This year OE turned responsibility for educational research and development over to the National Institute of Education.

Collecting Information

With respect to collecting information on women, OE has not fulfilled its oldest mandate. Despite growing concern about sex discrimination, information comparing the status of men and women in education is still limited. Few national statistics have been collected to supplement piecemeal information on sex discrimination that has come to light in recent years. In addition, OE has gathered only scattered information on the status of women in its own programs.

Accurate information on women in educational is essential to education policy makers and interested citizens in determining the extent and degree of sex discrimination supported by our educational institutions. In turn, agency officials will find it difficult to identify and overcome sex discrimination in their own programs without accurate information on their impact on women.

National Statistics.—OE does collect a wealth of national statistics on education, most gathered by the National Center for Educational Statistics (NCES). will find it difficult to identify and overcome sex discrimination in their own comparing men and women, so that now 25 out of 55 of their surveys collect data by sex.

While it is encouraging that NCES is beginning to recognize the need to increase its store of data by sex, these efforts will not satisfy the need for information on women in education. Data on the salary, education and employment histories of staff in elementary and secondary schools need to be collected by sex, as well as information on the number of single sex vocational schools. These are just two examples: information on comparing the participation of males and females throughout the education system is needed to improve our ability to assess progress toward equality for women.

Adding new sex breakdowns to current surveys will cost money and demand more effort from our educational institutions. However, this is a small price for information which is essential to solving basic inequalities between the sexes.

Program Data.—OE and NIE do not systematically collect statistics on the impact of their programs on men and women. Many programs collect no data on the number of participants by sex, even in areas where sex biases, may be expected, such as in several of our vocational educational programs.

In addition, programs which accept applications from individuals, such as fellowship and student aid programs, collect no data on the number of applicants by sex. Nor do they record the amount of award by sex, despite the ETS finding that women do receive smaller awards under student aid programs.

Information on women in the administration of project grant programs is even harder to come by; programs rarely have data on project staff below the level of project director by sex. In fact, a sex breakdown on project directors themselves can only be obtained by counting male and female names, a highly unscientific method. The situation is similar in State grant programs; usually only the State program coordinator's name is known; data on the proportion of females on the State staff are not collected.

Evaluation

Besides collecting basic statistics on women in agency programs, OE and NIE should begin to use formal evaluations to assess program impact on women. Many of OE's evaluations do collect data by sex, since evaluators expect programs to have different effects for male and female participants.

However, when evaluators find differences in a program's effect on males and females, they do not explore the reasons and can offer no advice to administrators on changing the program to balance its effect on the sexes.

This fall, the Office of Education and the Department of Labor are cooperating on an evaluation of MDTA training programs on women. The study is designed to examine the effectiveness of MDTA in preparing women for entry and re-entry jobs in the labor market. It will serve as a model of the thorough evaluations we should be funding on the effectiveness of OE programs in meeting women's needs. It will analyze sex stereotyping in the training courses, obstacles to equal opportunities for women and means of expanding opportunities for women in the program.

Similar studies on other OE programs would be extremely helpful. We would particularly encourage the Office of Planning, Budgeting and Evaluation (OPBE) to fund follow-up and longitudinal studies showing the long-range impact of programs on women and men.

Research Studies

On the whole, OE has supported little research shedding new light on problems of inequality between the sexes. Studies have been funded more by accident than conscious policy. A few researchers have requested funds for small studies and have been funded, but OE has made no effort to assess the need for research in this area and to see that it gets done.

The one major study to date was funded by the Office of the Secretary but administered by OE: a study on "Barriers to Women's Participation in Post-secondary Education." Still in the pilot phase, the study has run into a number of difficulties and has been delayed a year. Unfortunately, the present study design does not provide a control group of men, so that the study cannot produce information comparing the needs of men and women.

As we noted earlier, a great deal of research must be done to lay the solid groundwork for long-term progress towards equality for women. OE should build on the work already begun in the "barriers" study. We do suggest that a male control group be added and that OE undertake a similar study on the educational problems of women who are not high school graduates.

NIE must take the lead in focusing research resources on the problem of inequality between the sexes. In authorizing the new Institute's creation, Congress spelled out its foremost concern: providing "every person an equal opportunity to receive an education of high quality regardless of his race, color, religion, sex, national origin or social class."¹⁶ As Congress recognized, unequal opportunity for women is among education's most serious problems. We urge NIE to heed its mandate to deal with the problem by undertaking a coordinated research and development effort aimed at improving opportunities for women. As part of that effort, NIE should be sure to explore the impact of schooling on sex-stereotyped career goals and the extent of sex bias in guidance testing.

Reporting and Disseminating Information

Building our information store on women in education will have limited impact unless OE and NIE begin to report and disseminate that information much more effectively than they do now. OE does not report or disseminate the information it now has on women in useful form—either national education statistics or data on how women fare under OE programs. As a result, the information we do have is inaccessible both to education policy makers at all levels of government and to the concerned public.

Both national statistics and evaluation results comparing males and females, when collected, are scattered throughout long reports and difficult to find. Were OE to collect sex breakdowns on teaching staff at all levels in education, given the way statistics are reported now, one would need to refer to three separate reports to compare women's participation at all levels. The time lag between data collection and publication is another problem: the Office for Civil Rights has to collect its own statistics on minority enrollments in institutions at all levels since NCES could not guarantee to make data available the same year it is collected.

In only one area of reporting—ERIC, the information retrieval system for research reports and other education documents—has an attempt been made to report materials on women in a useful form. Several ERIC categories (descriptors) used to call up information apply to women, including a new one on women's studies. ERIC clearinghouses have compiled several bibliographies and research reviews concerned with women. The higher education clearinghouse has put out a report on women's rights on the campus; the clearinghouse on the disadvantaged just released a bibliography on women's educational and career roles. These efforts will be most helpful and we urge ERIC staff in NIE to press clearinghouses to produce more of the same.

To improve reporting and dissemination of existing information on men and women in education, we urge several steps. NCES should begin to publish comparative statistics on the sexes as separate reports; it should also devote special

¹⁶ Section 405(a)(1) of the General Education Provisions Act, as amended by Section 301(a)(2), P.L. 92-318.

sections of its larger reports to date by sex. Program and evaluation data on women in OE programs should be highlighted in separate sections of program and evaluation reports. Finally, NIE's dissemination staff should make women and sex bias a major focus of the targeted communications program, which summarizes research on a subject for wide distribution within the education community.

RECOMMENDATIONS

National Statistics

23. We recommend that NCES amend its present surveys to collect the following data by sex:

(a) A breakdown by sex for elementary school pupils in each grade, to be added to the ELSEGIS State Fall Report on Staff and Pupils.

(b) Secondary school subject area enrollments by sex, to be added to the ELSEGIS Survey of Secondary School Offerings, Enrollments and Curriculum Practices 1972-73.

(c) All data on elementary school principals and on the number of specialists by sex, to be collected in the Belmont Elementary School Survey. This survey's questionnaire on teacher characteristics is thorough and should be used as a model for collecting information isolating sex as a variable.

NOTE.—Data by sex in characteristics of all school staff are needed to determine whether women remain at lower positions with lower pay despite equivalent or better qualifications than the male staff.

(d) Secondary school staff and principal data by sex, to be collected in the Belmont Secondary School Survey: We urge that the staff and school questionnaires be expanded to collect by sex the same information as the Elementary School Survey collects on elementary school staff (e.g., salary, years of teaching experience, degree earned, etc.).

NOTE.—No data on characteristics of teaching or administrative staff in secondary schools are currently collected at all, much less by sex, so that OE has no information on the status of women in secondary schools.

(e) The number and salary distribution by sex of tenured higher education faculty, to be added to the HEGIS Employees in Higher Education survey. In addition, NCES should make an effort to provide HEGIS salary data to OCR in a timely fashion for use in enforcing Title IX and Executive Order 11246.

(f) The age distribution for men and women by field and degree conferred, to be added to the HEGIS Earned Degrees and Other Formal Awards Conferred survey.

NOTE.—Such data would indicate the extent to which men and women interrupt their education and at what age, and will provide an estimate of the length of interruption by level and academic field.

(g) Enrollment data for adult and continuing education by sex to be collected in the Adult and Continuing Education in Institutions of Higher Education survey.

(h) All data on adult basic education staff and participants to be collected in the Adult Basic Education survey (based on the annual reports submitted by States).

(i) Vocational education enrollment data by sex for each institution to be collected in the Vocational Education Directories.

NOTE.—These data would indicate what types of vocational schools (including area vocational schools) operate as single sex institutions.

(j) Data by sex on library staff by level to be collected in the library and museum surveys (Public Library Survey, Federal Library Survey, Museum Survey and School Library Survey).

Program Data

24. We recommend that OE and NIE collect and report to the public basic data on all programs by sex. Specifically, we recommend that:

(a) Programs serving a student clientele collect program participant data by sex.

(b) Discretionary programs collect and update information on sex and salary of top project staff quarterly.

NOTE.—All staff information could be collected by the PGIS system, on the procurement cover sheet (PCS). No commitment action should be made until all information is entered.

(c) All programs prepare descriptive summaries of projects designed to improve educational opportunities for women.

(d) Fellowship and training programs collect data on the number of applicants by sex.

(e) The student financial aid programs should collect data on the amount of aid and number of grants by sex. In addition, data by sex on the guaranteed loan program should include the number and amount of loans recommended by student financial aid officers.

NOTE.—Under P.L. 92-318, student financial aid officers for the first time must certify the amount of a student's financial need before a bank can make a guaranteed loan.

Evaluation

25. We recommend that all OE- and NIE-sponsored evaluations include analyses of the presence, causes and impact of sex discrimination in each of the program or educational areas being studied. For many program areas, particularly fellowship and training programs, expanded follow-up studies of participants by sex will be required.

Research Studies

26. We recommend that OE and NIE support a series of studies on sex role development and sex discrimination in education. Specifically, we recommend that:

(a) NIE review existing research on the development of sex roles and self image and support a series of research and development efforts designed to fill the gaps in current knowledge of this topic.

(b) OE or NIE support a study on how the attitudes of counselors, teachers, administrators, parents and peers affect career plans and expectations of women and men, with a separate analysis of sexism in guidance tests.

(c) The full-scale study resulting from the pilot study, *Barriers to Women's Participation in Postsecondary Education*, be broadened to include a representative sample of males as a comparison group.

(d) OE support a study of the barriers female and male non-high school graduates face in acquiring additional education and training.

Reporting and Dissemination Information

27. We recommend that OE and NIE expand efforts to report and disseminate information on women in education. Specifically, we recommend that:

(a) NCES publish, at least annually, special mini-reports and projections on the relative status of women and men in education, both as students and employees. In addition, NCES' regular reports should include separate chapters comparing data on men and women.

(b) Program data appearing in annual reports include participant data by sex.

(c) OPBE and its equivalent in NIE include in their evaluation and planning studies special sections on the impact of programs on the sexes.

PUTTING OUR OWN HOUSE IN ORDER

The recommendations found in the preceding pages touch upon some one hundred OE- and NIE-administered programs. These cannot be implemented effectively, nor can a long-term commitment to equal opportunity for women be sustained without some important management adjustments in OE and NIE. Lasting changes are unlikely unless—

agency heads make it clear to staff that educational equality for women has priority status and that funds will be committed to fostering it.

program staff themselves are educated about sex discrimination.

a permanent women's office staff monitors changes and explores new strategies.

women and men share equally in agency decision making.

Equality for Women as a Priority

Equality for women in education should be identified as a priority at the Assistant Secretary or Commissioner/Director level, with recommended action steps carried out through the Operational Planning System or its equivalent at NIE.

Putting equal opportunities "up front" as an agency priority is the key to the Assistant Secretary's leadership. As a major civil rights issue affecting over half our population, equal opportunity for women is as pressing and important as current agency priorities.

Throughout the agencies, the task force found little understanding of the educational inequalities women face and limited awareness of the Assistant Secretary's concern. Since program officials do respond to top-level priorities, a forceful mandate from the Assistant Secretary and from the agency heads is essential. Unless equal opportunity for women is made a priority, neither agency is likely to sustain major changes. In addition, several programs that could contribute (e.g., public affairs and targeted communications) deal only with priority areas.

Through OE's Operational Planning System, the Deputy Commissioners specify and report on steps to implement goals reflecting the Commissioner's priorities. Presumably, NIE will develop its own system for tracking objectives. Given the number and extent of changes we believe OE and NIE should make, a formal system is needed to articulate and track objectives concerning equal opportunity for women.

It is unlikely that a significant amount of resources will be devoted to projects aimed at improving opportunities for women without specific commitments by the Commissioner and the Director of NIE. Specific program funds should be targeted on advancing women in educational administration; on developing unbiased curriculum and guidance materials; on breaking down occupational stereotypes; and on building opportunities for those returning to school or work. Since Title IX of P.L. 92-318 amended Title IV of the Civil Rights Act, funds should also assist sex-segregated schools in desegregating.

OE and NIE should not simply fund projects offering special services to women; they should focus program resources on projects exerting leverage for change in the way the education system itself treats women. Basically, women suffer unequal treatment in education—not through some fault of their own—but because of discrimination and inflexibilities within our system of education. Projects addressing that problem directly will be the most significant ones in the long run, and program staff should consider that when deciding how agency funds can best serve women.

We decided against recommending specific legislation such as the "Women's Education Act" (H.R. 14451), which authorizes funds for research and demonstrations, curriculum development, tests, guidance programs, teacher training and so on. All of these activities are badly needed, but could be supported under existing legislation. HEW should take the initiative on this issue, rather than wait for a specific authorization. If, in the end, HEW does not commit existing resources to promote educational equality for women, women's rights organizations will be justified in pushing for legislation to accomplish this.

Staff Education

"I've spent a lot of time in universities and I know there isn't any discrimination there." If our conversations with program staff indicate prevailing attitudes, OE and NIE staff are generally unaware of sex discrimination in education. Few people knew about Title IX and few knew that Federal contractors are forbidden to discriminate in employment.

Although sex discrimination in education has only recently attracted attention, OE and NIE can no longer afford to be ignorant or unconcerned. Sex discrimination in education is virtually universal and deeply entrenched. Now it is also illegal. Agency personnel must understand both the nature and effects of sex discrimination and their responsibilities under the antidiscrimination laws. They should also understand that personal prejudices against women may influence program decisions.

Women's Action Office and Advisors

The Commissioner and NIE's Director will need a continuing assessment of each agency's progress toward equal opportunities for women as well as advice on necessary next steps to follow. The OE Federal Women's Program Coordinator shoulders some responsibility for OE programs, but as the equal employment officer for women, she must devote most of her energies to internal employment problems. She has not been given the staff she needs to do that job in depth, much less take an active role in program policies affecting women.

OE and NIE should each establish an office to oversee efforts to secure opportunity for women within the agencies and in education at large. These offices must have the responsibility, the authority and sufficient staff to do the job. They must also be concerned with sex biases in agency employment, since internal

discriminatory practices affect program policy decisions. These offices should also function as a clearinghouse on discrimination against women.

To supplement the work of the Women's Action Office, each deputyship in OE and equivalent unit in NIE should have its own Advisors. Since the Women's Action Office would provide a strong and active focus for women's equality, it will need continuing sources of information and assistance on employment and program developments throughout the agency. The units in OE and NIE will also need easily accessible advice and assistance to help them define and assume their specific responsibilities to women. Women's Action Advisors, representing all grades and the various minorities, would serve both functions.

Women and Educational Policy Making

Our mandate has been to define the impact of our programs on women outside the agency. We have not studied the effects of OE and NIE employment practices on women, nor do we feel qualified to make specific recommendations.

However, decision making in the Division of Education is thoroughly dominated by men: with rare exceptions, line decisionmakers from Assistant Secretary to branch chief are men. While one does not have to be female to care about equality for women, an agency essentially run by men cannot be expected to demonstrate sensitivity in assuring equity for women in its programs. The agency's effectiveness in promoting opportunities for women throughout education will be undermined if it does not begin to practice what it preaches.

Office of Education Policy Makers.—While the average grade for women in the Office of Education is GS-7, the average grade for men is a whopping GS-14. Women in OE are:

- 54 percent of the employees;
- 18.8 percent of those in GS-13 to GS-15; and
- 5.7 percent of those in GS-16 to GS-18.

The following table indicates the disparities:

OFFICE OF EDUCATION FULL-TIME PROFESSIONAL STAFF, GRADES 13 TO 18, OCT. 30, 1972

| Grade | Total | Number of men | Number of women | Percentage of women |
|-------|-------|---------------|-----------------|---------------------|
| 18 | 4 | 4 | 0 | 0 |
| 17 | 13 | 11 | 2 | 15 |
| 16 | 35 | 34 | 1 | 3 |
| 15 | 276 | 253 | 23 | 8 |
| 14 | 474 | 387 | 87 | 18 |
| 13 | 417 | 307 | 110 | 26 |

Nor has the situation improved over the last few years. Over a year ago, another OE task force reported on employment biases against women—tangible gains have not followed. A few women have been brought in to head small program or staff offices, yet dozens of extremely competent mid-level women continue to be passed over for supervisory and decision-making positions.

Affirmative action goals for women have been set so low that they do not even compensate for normal attrition. In the face of a goal to add 18 women to grades 13-15, the record shows a net loss of six women in these grades between July 1, 1971 and September 30, 1972.¹⁷ Even if there were not attrition and the agency hired only women in GS 13-15, at the rate of 18 additional women a year it would still take 40 years to bring women to one-half the employees in these grades.

The affirmative action system has no teeth—supervisors are not held accountable for progress in equal employment. Most selecting officers go through the motions of the merit promotion procedures: women are frequently candidates for senior-level jobs, but rarely the final choice.

Tight budgets and hiring freezes notwithstanding, the agency has hired from the outside. Men continue to be hired at higher levels than women. For example, 11 senior-level professionals were hired in a 4-month period this year: 7 men, 4 women. All the women were hired at GS-13, lowest step; three of the men were hired at GS-14 and GS-15; a fourth at GS-13, step 8; and the other three were GS-13, step 1.

¹⁷ U.S. Office of Education, "Executive Status Report," Level 1 (October 1972), p. 5.

National Institute of Education Policy Makers.—Proportions of women in senior levels are no better at the National Institute of Education.

NATIONAL INSTITUTE OF EDUCATION FULL-TIME PROFESSIONAL STAFF, GRADES 13 TO 15, OCT. 30, 1972

| Grade | Total | Number of men | Number of women | Percentage of women |
|---------|-------|---------------|-----------------|---------------------|
| 15..... | 20 | 19 | 1 | 5 |
| 14..... | 23 | 21 | 2 | 9 |
| 13..... | 26 | 12 | 14 | 55 |

NOTE.—As of October 30, 1972, no supergrades were on board as regular NIE employees.

All of the five supergrade employees (GS-16 to GS-18) detailed to NIE as of October 30 were male. As this report is completed, NIE is staffing up to full operation. The Institute has its best opportunity right now to right an already serious imbalance in decision-making positions. If hiring continues to favor men at the top levels, however, a bias against women will be built into the structure for some time to come.

Special Policy Positions.—For special policy positions—on advisory councils, task forces and review panels—the Office of Education's record is just as poor. OE has 22 advisory committees with a total of 355 authorized positions. As of October 30, 1972, only 58 (28.4 percent) of 204 current appointees are women. For the 16 councils appointed by the Secretary, membership overall is 30.7 percent female. For councils appointed by the President, women are only 25 percent of the members. Although HEW has set council goals for women, recent appointments continue to show the same imbalances.

The record of participation by women on internal agency task forces is no better. Few are chaired by women. In the Bureau of Higher Education, for example, only 2 of the 10 new task forces created in the early summer of 1972 were chaired by women. Of 64 participants appointed in June, only 10 were women.

Field readers play a major role in program decisions, since they review and assess project proposals. Of 52 programs which reported using field readers, in only 15 were women at least 25 percent of any review panel. This is particularly inexcusable in areas of education where women are plentiful. The selection process for field readers and consultants may explain the imbalances: widespread use of personal contacts among the predominantly male staff and informal advice from male-dominated professional associations precludes an even chance for women.

Another form of discrimination among these people is in pay. While field readers receive a standard fee for their work, consultant compensation is flexible and compounds the effects of past employment discrimination for many women. Since consultant fees are often gauged to past salary and title, women who have been denied equal advancement opportunities are paid less than men whose professional lives bear no such handicap.

Women are a majority of the general population and 40 percent of the working population. Increasing numbers of women with life-long occupational aspirations are entering the work force as professionals. Yet in the education agencies, decision-making continues to be monopolized by men; women generally stop advancing at GS-12 or GS-13.

The Office of Education and the National Institute of Education have the opportunity to exert leadership in affording women an equal chance—through their influence, through their initiatives and through their programs. They must begin, however, by putting their own houses in order.

RECOMMENDATIONS

Equality for Women as a Priority

28. We recommend that equality for the sexes in education be declared an official priority of both OE and NIE. In line with that priority, we recommend that:

- (a) Implementation of recommendations be traced through the Operational Planning System at the Assistant Secretary or Commissioner/Director level.

(b) At least 10 percent of the appropriations for the following programs be spent on projects which make a special contribution to equal educational opportunity for women:

Education Professions Development Act, Parts D, E and F Education for the Handicapped Act, Part D

Funds could be used in projects which advance women in school administration, train teachers to avoid sex bias, train administrators on implementing Title IX and train teacher trainers to sensitize teachers to sex bias.

Higher Education Act, Title II

Funds could be used in projects which advance women in library administration, support workshops on unsexbiased materials and assist librarians in building collections relating to women's rights and women's issues.

Vocational Education Act, Parts C, D and I

Funds could be used in projects which study the obstacles to women's full participation in all areas of vocational education, demonstrate approaches to breaking down sex stereotypes in vocational education and develop curriculum materials which counteract career sex stereotypes.

Fund for the Improvement of Postsecondary Education

Funds could be used for experiments with new forms of education with a potential for expanding opportunities for women returning to education and training after several years' absence.

Civil Rights Act of 1964, Title IV

Funds would be used to assist sex-segregated schools in desegregation.

Staff Education

29. We recommend that OE and NIE undertake to educate their own staffs to avoid sex bias in agency operation and program management. Specifically, we recommend that:

(a) Briefings for all supervisory staff be conducted on the implications of Title IX and other sex discrimination legislation for OE's and NIE's program operations.

(b) OE and NIE arrange for training programs to create employee awareness of sex biases and their influences on the actions of employees.

Women's Action Office and Advisors

30. We recommend that both OE and NIE establish a Women's Action Office to see that steps to improve the status of women both inside and outside the agency are carried out smoothly and expeditiously. Specifically, we recommend that:

(a) These offices serve as a continuing source of advice to the Commissioner and the Director on progress towards that goal and on new steps needed to help women secure equality in education and in the Federal education agencies.

(b) These offices report directly to the Assistant Commissioner for Special Concerns and an official of equivalent stature in NIE and absorb the functions of the Federal Women's Program Coordinator.

(c) The following organization for the Women's Action Office be developed:

~~31. We recommend that both OE and NIE convene an ad hoc committee by advertising for people interested in helping in the selection of the Director and Associate Directors of the Women's Action Offices. These ad hoc committees would be no more than 15 members, elected from among the original volunteers. These committees would draw up criteria for the selection of the Director and the Associate Directors and identify and recommend candidates to fill those positions. Upon final selection of candidates by the OE Commissioner and NIE Director, the responsibilities of the ad hoc committees would terminate.~~

32. We recommend that Women's Action Advisors be designated throughout the agencies to link program policies and employees with the work of the Women's Action Office. Specifically, we recommend that:

(a) On a continuing basis, Advisors work with the Women's Action Office in carrying out their mission throughout the agencies by recommending priorities for action, reviewing program and employment activities affecting women and keeping communication channels open between program officials and the Women's Action Office.

(b) Advisors be designated by the Directors of the respective Women's Action Offices.

(c) Advisors be regular employees, released part-time from their regular duties.

(d) Each OE Deputyship and equivalent in NIE have at least two Advisors, one for internal employment and one for programs. OE should have one Advisor concerned with employment for every 200 people in a deputyship, with the Office of the Commissioner combined with the Deputyship for Development. OE should have one Advisor concerned with program policy for every 200 people in the three program Deputyships and one Advisor for the two staff Deputyships. According to OE's current staffing, that would make a total of 24; NIE Advisors would be chosen in a comparable manner.

Special Policy Positions

33. We recommend that OE and NIE substantially increase the proportion of women advising on the operation of OE programs. Specifically, we recommend that:

(a) All NIE and OE recommendations for advisory councils and special commissions aim to bring the proportion of women on each to 50 percent.

(b) The same goal be set for the appointment of women to program review panels, outside evaluation teams, technical assistance personnel and consultants. Bureau chiefs should be responsible for approving these appointments to see that goals are being met. In addition, OE and NIE should adopt a standard fee for compensating consultants, regardless of salary, experience or other considerations.

(c) Task forces be approximately 50 percent female. OE and NIE staff should avoid defining criteria for task force membership so that a predominance of men must be chosen. Bureau chiefs and Deputies should review and approve task force membership to see that goals are being met.

(d) Bureau chiefs and Deputies report quarterly to the Commissioner of Education and to the Director of NIE on the male/female makeup of all review panels, outside evaluation teams, technical assistants, consultants and task forces.

APPENDIX A

SELECTED LAWS PERTAINING TO SEX DISCRIMINATION

[PUBLIC LAW 92-318]

TITLE IX—PROHIBITION OF SEX DISCRIMINATION

SEX DISCRIMINATION PROHIBITED

Sec. 901. (a) No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal financial assistance, except that:

(1) in regard to admissions to educational institutions, this section shall apply only to institutions of vocational education, professional education, and graduate higher education, and to public institutions of undergraduate higher education;

(2) in regard to admissions to educational institutions, this section shall not apply (A) for one year from the date of enactment of this Act, nor for six years after such date in the case of an educational institution which has begun the process of changing from being an institution which admits only students of one sex to being an institution which admits students of both sexes, but only if it is carrying out a plan for such a change which is approved by the Commissioner of Education or (B) for seven years from the date an educational institution begins the process of changing from being an institution which admits only students of only one sex to being an institution which admits students of both sexes, but only if it is carrying out a plan for

such a change which is approved by the Commissioner of Education, whichever is the later;

(3) this section shall not apply to an educational institution which is controlled by a religious organization if the application of this subsection would not be consistent with the religious tenets of such organization;

(4) this section shall not apply to an educational institution whose primary purpose is the training of individuals for the military services of the United States, or the merchant marine; and

(5) in regard to admissions this section shall not apply to any public institution of undergraduate higher education which is an institution that traditionally and continually from its establishment has had a policy of admitting only students of one sex.

(b) Nothing contained in subsection (a) of this section shall be interpreted to require any educational institution to grant preferential or disparate treatment to the members of one sex on account of an imbalance which may exist with respect to the total number or percentage of persons of that sex participating in or receiving the benefits of any federally supported program or activity, in comparison with the total number or percentage of persons of that sex in any community, State, section, or other area: *Provided*, That this subsection shall not be construed to prevent the consideration in any hearing or proceeding under this title of statistical evidence tending to show that such an imbalance exists with respect to the participation in, or receipt of the benefits of, any such program or activity by the members of one sex.

(c) For purposes of this title an educational institution means any public or private preschool, elementary, or secondary school, or any institution of vocational, professional, or higher education, except that in the case of an educational institution composed of more than one school, college, or department which are administratively separate units, such term means each such school, college, or department.

FEDERAL ADMINISTRATIVE ENFORCEMENT

SEC. 902. Each Federal department and agency which is empowered to extend Federal financial assistance to any education program or activity, by way of grant, loan, or contract other than a contract of insurance or guaranty, is authorized and directed to effectuate the provisions of section 901 with respect to such program or activity by issuing rules, regulations, or orders of general applicability which shall be consistent with achievement of the objectives of the statute authorizing the financial assistance in connection with which the action is taken. No such rule, regulation, or order shall become effective unless and until approved by the President. Compliance with any requirement adopted pursuant to this section may be effected (1) by the termination of or refusal to grant or to continue assistance under such program or activity to any recipient as to whom there has been an express finding on the record, after opportunity for hearing, of a failure to comply with such requirement, but such termination or refusal shall be limited to the particular political entity, or part thereof, or other recipient as to whom such a finding has been made, and shall be limited in its effect to the particular program, or part thereof, in which such noncompliance has been so found, or (2) by any other means authorized by law: *Provided, however*, That no such action shall be taken until the department or agency concerned has advised the appropriate person or persons of the failure to comply with the requirement and has determined that compliance cannot be secured by voluntary means. In the case of any action terminating, or refusing to grant or continue, assistance because of failure to comply with a requirement imposed pursuant to this section, the head of the Federal department or agency shall file with the committees of the House and Senate having legislative jurisdiction over the program or activity involved a full written report of the circumstances and the grounds for such action. No such action shall become effective until thirty days have elapsed after the filing of such report.

JUDICIAL REVIEW

SEC. 903. Any department or agency action taken pursuant to section 1002 shall be subject to such judicial review as may otherwise be provided by law for similar action taken by such department or agency on other grounds. In the case of action, not otherwise subject to judicial review, terminating or refusing to grant or to continue financial assistance upon a finding of failure to comply with any requirement imposed pursuant to section 902, any person aggrieved (including any State or political subdivision thereof and any agency of either) may obtain

judicial review of such action in accordance with chapter 7 of title 5, United States Code, and such action shall not be deemed committed to unreviewable agency discretion within the meaning of section 701 of that title.

Sec. 904. No person in the United States shall, on the ground of blindness or severely impaired vision, be denied admission in any course of study by a recipient of Federal financial assistance for any education program or activity, but nothing herein shall be construed to require any such institution to provide any special services to such person because of his blindness or visual impairment.

EFFECT ON OTHER LAWS

Sec. 905. Nothing in this title shall add to or detract from any existing authority with respect to any program or activity under which Federal financial assistance is extended by way of a contract of insurance or guaranty.

AMENDMENTS TO OTHER LAWS

Sec. 906. (a) Sections 401(b), 407(a)(2), 410, and 902 of the Civil Rights Act of 1964 (42 U.S.C. 2000c(b), 2000c-6(a)(2), 2000c-9, and 2000h-2) are each amended by inserting the word "sex" after the word "religion."

(b)(1) Section 13(a) of the Fair Labor Standards Act of 1938 (29 U.S.C. 213(a)) is amended by inserting after the words "the provisions of section 6" the following: "(except section 6(d) in the case of paragraph (1) of this subsection)."

(2) Paragraph (1) of subsection 3(r) of such Act (29 U.S.C. 203(r)(1)) is amended by deleting "an elementary or secondary school" and inserting in lieu thereof "a preschool, elementary or secondary school."

(3) Section 3(s)(4) of such Act (29 U.S.C. 203(s)(4)) is amended by deleting "an elementary or secondary school" and inserting in lieu thereof "a preschool, elementary or secondary school."

INTERPRETATION WITH RESPECT TO LIVING FACILITIES

Sec. 907. Notwithstanding anything to the contrary contained in this title, nothing contained herein shall be construed to prohibit any educational institution receiving funds under this Act, from maintaining separate living facilities for the different sexes.

EQUAL OPPORTUNITY FOR WOMEN IN FEDERAL EMPLOYMENT AND EMPLOYMENT BY FEDERAL CONTRACTORS

EXECUTIVE ORDER 11375, OCTOBER 13, 1967, AMENDING EXECUTIVE ORDER NO. 11246, RELATING TO EQUAL EMPLOYMENT OPPORTUNITY

It is the policy of the United States Government to provide equal opportunity in Federal employment and in employment by Federal contractors on the basis of merit and without discrimination because of race, color, religion, sex or national origin.

The Congress, by enacting Title VII of the Civil Rights Act of 1964, enunciated a national policy of equal employment opportunity in private employment, without discrimination because of race, color, religion, sex or national origin.

Executive Order No. 11246 of September 24, 1965, carried forward a program of equal employment opportunity in Government employment, employment by Federal contractors and subcontractors and employment under Federally assisted construction contracts regardless of race, creed, color or national origin.

It is desirable that the equal employment opportunity programs provided for in Executive Order No. 11246 expressly embrace discrimination on account of sex.

Now, THEREFORE, by virtue of the authority vested in me as President of the United States by the Constitution and statutes of the United States, it is ordered that Executive Order No. 11246 of September 24, 1965, be amended as follows:

(1) Section 101 of Part 1, concerning nondiscrimination in Government employment, is revised to read as follows:

"SECTION 101. It is the policy of the Government of the United States to provide equal opportunity in Federal employment for all qualified persons, to prohibit discrimination in employment because of race, color, religion, sex or national origin, and to promote the full realization of equal employment opportunity through a positive, continuing program in each executive department and agency. The policy of equal opportunity applies to every aspect of Federal employment policy and practice."

(2) Section 104 of Part I is revised to read as follows:

"SECTION 104. The Civil Service Commission shall provide for the prompt, fair, and impartial consideration of all complaints of discrimination in Federal employment on the basis of race, color, religion, sex or national origin. Procedures for the consideration of complaints shall include at least one impartial review within the executive department or agency and shall provide for appeal to the Civil Service Commission."

(3) Paragraphs (1) and (2) of the quoted required contract provisions in section 202 of Part II, concerning nondiscrimination in employment by Government contractors and subcontractors, are revised to read as follows:

"(1) The contractor will not discriminate against any employee or applicant for employment because of race, color, religion, sex, or national origin. The contractor will take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, color, religion, sex or national origin. Such action shall include, but not be limited to the following: employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. The contractor agrees to post in conspicuous places, available to employees and applicants for employment, notices to be provided by the contracting officer setting forth the provisions of this nondiscrimination clause.

"(2) The contractor will, in all solicitations or advertisements for employees placed by or on behalf of the contractor, state that all qualified applicants will receive consideration for employment without regard to race, color, religion, sex or national origin."

(4) Section 203(d) of Part II is revised to read as follows:

"(d) The contracting agency or the Secretary of Labor may direct that any bidder or prospective contractor or subcontractor shall submit, as part of his Compliance Report, a statement in writing, signed by an authorized officer or agent on behalf of any labor union or any agency referring workers or providing or supervising apprenticeship or other training, with which the bidder or prospective contractor deals, with supporting information, to the effect that the signer's practices and policies do not discriminate on the grounds of race, color, religion, sex or national origin, and that the signer either will affirmatively cooperate in the implementation of the policy and provisions of this order or that it consents and agrees that recruitment, employment, and the terms and conditions of employment under the proposed contract shall be in accordance with the purposes and provisions of the order. In the event that the union, or the agency shall refuse to execute such a statement, the Compliance Report shall so certify and set forth what efforts have been made to secure such a statement and such additional factual material as the contracting agency or the Secretary of Labor may require."

The amendments to Part I shall be effective 30 days after the date of this order. The amendments to Part II shall be effective one year after the date of this order.

LYNDON B. JOHNSON.

THE WHITE HOUSE, *October 13, 1967.*

[Filed with the Office of the Federal Register, 5:10 p.m., October 13, 1967]

[EXECUTIVE ORDER 11246]

EQUAL EMPLOYMENT OPPORTUNITY

Under and by virtue of the authority vested in me as President of the United States by the Constitution and statutes of the United States, it is ordered as follows:

PART I—NONDISCRIMINATION IN GOVERNMENT EMPLOYMENT

SECTION 101. It is the policy of the Government of the United States to provide equal opportunity in Federal employment for all qualified persons, to prohibit discrimination in employment because of race, creed, color, or national origin, and to promote the full realization of equal employment opportunity through a position, continuing program in each executive department and agency. The policy of equal opportunity applies to every aspect of Federal employment policy and practice.

SEC. 102. The head of each executive department and agency shall establish and maintain a positive program of equal employment opportunity for all civilian

employees and applicants for employment within his jurisdiction in accordance with the policy set forth in Section 101.

SEC. 103. The Civil Service Commission shall supervise and provide leadership and guidance in the conduct of equal employment opportunity programs for the civilian employees of and applications for employment within the executive departments and agencies and shall review agency program accomplishments periodically. In order to facilitate the achievement of a model program for equal employment opportunity in the Federal service, the Commission may consult from time to time with such individuals, groups, or organizations as may be of assistance in improving the Federal program and realizing the objectives of this Part.

SEC. 104. The Civil Service Commission shall provide for the prompt, fair, and impartial consideration of all complaints of discrimination in Federal employment on the basis of race, creed, color, or national origin. Procedures for the consideration of complaints shall include at least one impartial review within the executive department or agency and shall provide for appeal to the Civil Service Commission.

SEC. 105. The Civil Service Commission shall issue such regulations, orders, and instructions as it deems necessary and appropriate to carry out its responsibilities under this Part, and the head of each executive department and agency shall comply with the regulations, orders, and instructions issued by the Commission under this Part.

PART II—NONDISCRIMINATION IN EMPLOYMENT BY GOVERNMENT CONTRACTORS AND SUBCONTRACTORS

SUBPART A—DUTIES OF THE SECRETARY OF LABOR

SEC. 201. The Secretary of Labor shall be responsible for the administration of Parts II and III of this Order and shall adopt such rules and regulations and issue such orders as he deems necessary and appropriate to achieve the purposes thereof.

SUBPART B—CONTRACTORS' AGREEMENT

SEC. 202. Except in contracts exempted in accordance with Section 204 of this Order, all Government contracting agencies shall include in every Government contract hereafter entered into the following provisions:

"During the performance of this contract, the contractor agrees as follows:

"(1) The contractor will not discriminate against any employee or applicant for employment because of race, creed, color, or national origin. The contractor will take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, creed, color, or national origin. Such action shall include, but not be limited to the following: employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. The contractor agrees to post in conspicuous places, available to employees and applicants for employment, notices to be provided by the contracting officer setting forth the provisions of this nondiscrimination clause.

"(2) The contractor will, in all solicitations or advertisements for employees placed by or on behalf of the contractor, state that all qualified applicants will receive consideration for employment without regard to race, creed, color, or national origin.

"(3) The contractor will send to each labor union or representative of workers with which he has a collective bargaining agreement or other contract or understanding, a notice, to be provided by the agency contracting officer, advising the labor union or workers' representative of the contractor's commitments under Section 202 of Executive Order No. 11246 of September 24, 1965, and shall post copies of the notice in conspicuous places available to employees and applicants for employment.

"(4) The contractor will comply with all provisions of Executive Order No. 11246 of Sep. 24, 1965, and of the rules, regulations, and relevant orders of the Secretary of Labor.

"(5) The contractor will furnish all information and reports required by Executive Order No. 11246 of September 24, 1965, and by the rules, regulations, and orders of the Secretary of Labor, or pursuant thereto, and will permit access to his books, records, and accounts by the contracting agency and the Secretary

of Labor for purposes of investigation to ascertain compliance with such rules, regulations, and orders.

"(6) In the event of the contractor's noncompliance with the nondiscrimination clauses of this contract or with any of such rules, regulations, or orders, this contract may be cancelled, terminated or suspended in whole or in part and the contractor may be declared ineligible for further Government contracts in accordance with procedures authorized in Executive Order No. 11246 of Sept. 24, 1965, and such other sanctions may be imposed and remedies involved as provided in Executive Order No. 11246 of September 24, 1965, or by rule, regulation, or order of the Secretary of Labor, or as otherwise provided by law.

"(7) The contractor will include the provisions of Paragraph (1) through (7) in every subcontract or purchase order unless exempted by rules, regulations, or orders of the Secretary of Labor issued pursuant to Section 204 of Executive Order No. 11246 of Sept. 24, 1965, so that such provisions will be binding upon each subcontractor or vendor. The contractor will take such action with respect to any subcontract or purchase order as the contracting agency may direct as a means of enforcing such provisions including sanctions for noncompliance: *Provided, however*, That in the event the contractor becomes involved in, or is threatened with, litigation with a subcontractor or vendor as a result of such direction by the contracting agency, the contractor may request the United States to enter into such litigation to protect the interests of the United States."

Sec. 203. (a) Each contractor having a contract containing the provisions prescribed in Section 202 shall file, and shall cause each of his subcontractors to file, Compliance Reports with the contracting agency or the Secretary of Labor as may be directed. Compliance Reports shall be filed within such times and shall contain such information as to the practices, policies, programs, and employment policies, programs, and employment statistics of the contractor and each subcontractor, and shall be in such form, as the Secretary of Labor may prescribe.

(b) Bidders or prospective contractors or subcontractors may be required to state whether they have participated in any previous contract subject to the provisions of this Order, or any preceding similar Executive order, and in that event to submit, on behalf of themselves and their proposed subcontractors, Compliance Reports prior to or as an initial part of their bid or negotiation of a contract.

(c) Whenever the contractor or subcontractor has a collective bargaining agreement or other contract or understanding with a labor union or an agency referring workers or providing or supervising apprenticeship or training for such worker, the Compliance Report shall include such information as to such other union's or agency's practices and policies affecting compliance as the Secretary of Labor may prescribe: *Provided*, That to the extent such information is within the exclusive possession of a labor union or an agency referring workers or providing or supervising apprenticeship or training and such labor union or agency shall refuse to furnish such information to the contractor, the contractor shall so certify to the contracting agency as part of its Compliance Report and shall set forth what efforts he has made to obtain such information.

(d) The contracting agency or the Secretary of Labor may direct that any bidder or prospective contractor or subcontractor shall submit, as part of his Compliance Report, a statement in writing, signed by an authorized officer or agent on behalf of any labor union or any agency referring workers or providing or supervising apprenticeship or other training, with which the bidder or prospective contractor deals, with supporting information, to the effect that the signer's practices and policies do not discriminate in the grounds of race, color, creed, or national origin, and that the signer either will affirmatively cooperate in the implementation of the policy and provisions of this Order or that it consents and agrees that recruitment, employment, and the terms and conditions of employment under the proposed contract shall be in accordance with the purposes and provisions of the Order. In the event that the union, or the agency shall refuse to execute such a statement, the Compliance Report shall so certify and set forth what efforts have been made to secure such a statement and such additional factual material as the contracting agency or the Secretary of Labor may require.

Sec. 204. The Secretary of Labor may, when he deems that special circumstances in the national interest so require, exempt a contracting agency from the requirement of including any or all of the provisions of Section 202 of this Order in any specific contract, subcontract, or purchase order. The Secretary of Labor may, by rule or regulation, also exempt certain classes of contracts, subcontracts,

or purchase orders (1) whenever work is to be or has been performed outside the United States and no recruitment of workers within the limits of the United States is involved; (2) for standard commercial supplies or raw materials; (3) involving less than specified amounts of money or specified numbers of workers; or (4) to the extent that they involve subcontracts below a specified tier. The Secretary of Labor may also provide, by rule, regulation, or order, for the exemption of facilities of a contractor which are in all respects separate and distinct from activities of the contractor related to the performance of the contract: *Provided*, That such an exemption will not interfere with or impede the effectuation of the purposes of this Order: *And provided further*, That in the absence of such an exemption all facilities shall be covered by the provisions of this Order.

SUBPART C—POWERS AND DUTIES OF THE SECRETARY OF LABOR AND THE CONTRACTING AGENCIES

SEC. 205. Each contracting agency shall be primarily responsible for obtaining compliance with the rules, regulations, and orders of the Secretary of Labor with respect to contracts entered into by such agency or its contractors. All contracting agencies shall comply with the rules of the Secretary of Labor in discharging their primary responsibility for securing compliance with the provisions of contracts and otherwise with the terms of this Order and of the rules, regulations, and orders of the Secretary of Labor issued pursuant to this Order. They are directed to cooperate with the Secretary of Labor and to furnish the Secretary of Labor such information and assistance as he may require in the performance of his functions under this Order. They are further directed to appoint or designate, from among the agency's personnel, compliance officers. It shall be the duty of such officers to seek compliance with the objectives of this Order by conference, conciliation, mediation, or persuasion.

SEC. 206. (a) The Secretary of Labor may investigate the employment practices of any Government contractor or subcontractor, or initiate such investigation by the appropriate contracting agency, to determine whether or not the contractual provisions specified in Section 202 of this Order have been violated. Such investigation shall be conducted in accordance with the procedures established by the Secretary of Labor and the investigating agency shall report to the Secretary of Labor any action taken or recommended.

(b) The Secretary of Labor may receive and investigate or cause to be investigated complaints by employees or prospective employees of a Government contractor or subcontractor which allege discrimination contrary to the contractual provisions specified in Section 202 of this Order. If this investigation is conducted for the Secretary of Labor by a contracting agency, that agency shall report to the Secretary what action has been taken or is recommended with regard to such complaints.

SEC. 207. The Secretary of Labor shall use his best efforts, directly and through contracting agencies, other interested Federal, State, and local agencies, contractors, and all other available instrumentalities to cause any labor union engaged in work under Government contracts or any agency referring workers or providing or supervising apprenticeship or training for or in the course of such work to cooperate in the implementation of the purposes of this Order. The Secretary of Labor shall, in appropriate cases, notify the Equal Employment Opportunity Commission, the Department of Justice, or other appropriate Federal agencies whenever it has reason to believe that the practices of any such labor organization or agency violate Title VI or Title VII of the Civil Rights Act of 1964 or other provision of Federal law.

SEC. 208. (a) The Secretary of Labor, or any agency, officer, or employee in the executive branch of the Government designated by rule, regulation, or order of the Secretary, may hold such hearings, public or private, as the Secretary may deem advisable for compliance, enforcement, or educational purposes.

(b) The Secretary of Labor may hold, or cause to be held, hearings in accordance with Subsection (a) of this Section prior to imposing, ordering, or recommending the imposition of penalties and sanctions under this Order. No order for debarment of any contractor from further Government contracts under Section 209(a) (6) shall be made without affording the contractor an opportunity for a hearing.

SUBPART D—SANCTIONS AND PENALTIES

SEC. 209. (a) In accordance with such rules, regulations, or orders as the Secretary of Labor may issue or adopt, the Secretary or the appropriate contracting agency may:

(1) Publish, or cause to be published, the names of contractors or unions which it has concluded have complied or have failed to comply with the provisions of this Order or of the rules, regulations, and orders of the Secretary of Labor.

(2) Recommend to the Department of Justice that, in cases in which there is substantial or material violation or the threat of substantial or material violation of the contractual provisions set forth in Section 202 of this Order, appropriate proceedings be brought to enforce those provisions, including the enjoining, within the limitations of applicable law, of organizations, individuals, or groups who prevent directly or indirectly, or seek to prevent directly or indirectly compliance with the provisions of this Order.

(3) Recommend to the Equal Employment Opportunity Commission or the Department of Justice that appropriate proceedings be instituted under Title VII of the Civil Rights Act of 1964.

(4) Recommend to the Department of Justice that criminal proceedings be brought for the furnishing of false information to any contracting agency or to the Secretary of Labor as the case may be.

(5) Cancel, terminate, suspend, or cause to be cancelled, terminated, or suspended, any contract, or any portion or portions thereof, for failure of the contractor or subcontractor to comply with the non-discrimination provisions of the contract. Contracts may be cancelled, terminated, or suspended absolutely or continuance of contracts may be conditioned upon a program for future compliance approved by the contracting agency.

(6) Provide that any contracting agency shall refrain from entering into further contracts, or extensions or other modifications of existing contracts, with any noncomplying contractor, until such contractor has satisfied the Secretary of Labor that such contractor has established and will carry out personnel and employment policies in compliance with the provisions of this Order.

(b) Under rules and regulations prescribed by the Secretary of Labor, each contracting agency shall make reasonable efforts within a reasonable time limitation to secure compliance with the contract provisions of this Order by methods of conference, conciliation, mediation, and persuasion before proceedings shall be instituted under Subsection (a) (2) of this Section, or before a contract shall be cancelled or terminated in whole or in part under Subsection (a) (5) of this Section for failure of a contractor or subcontractor to comply with the contract provisions of this Order.

SEC. 210. Any contracting agency taking any action authorized by this Subpart, whether on its own motion, or as directed by the Secretary of Labor, or under the rules and regulations of the Secretary, shall promptly notify the Secretary of such action. Whenever the Secretary of Labor makes a determination under this Section, he shall promptly notify the appropriate contracting agency of the action recommended. The agency shall take such action and shall report the results thereof to the Secretary of Labor within such time as the Secretary shall specify.

SEC. 211. If the Secretary shall so direct, contracting agencies shall not enter into contracts with any bidder or prospective contractor unless the bidder or prospective contractor has satisfactorily complied with the provisions of this Order or submits a program for compliance acceptable to the Secretary of Labor or, if the Secretary so authorizes, to the contracting agency.

SEC. 212. Whenever a contracting agency cancels or terminates a contract, or whenever a contractor has been debarred from further Government contracts, under Section 209(a) (6) because of noncompliance with the contract provisions with regard to nondiscrimination, the Secretary of Labor, or the contracting agency involved, shall promptly notify the Comptroller General of the United States. Any such debarment may be rescinded by the Secretary of Labor or by the contracting agency which imposed the sanction.

SUBPART E—CERTIFICATES OF MERIT

SEC. 213. The Secretary of Labor may provide for issuance of a United States Government Certificate of Merit to employers or labor unions, or other agencies which are or may hereafter be engaged in work under Government contracts, if the Secretary is satisfied that the personnel and employment practices of the employer, or that the personnel, training, apprenticeship, membership, grievance and representation, upgrading, and other practices and policies of the labor union or other agency conform to the purposes and provisions of this Order.

SEC. 214. Any Certificate of Merit may at any time be suspended or revoked by the Secretary of Labor if the holder thereof, in the judgment of the Secretary, has failed to comply with the provisions of this Order.

SEC. 215. The Secretary of Labor may provide for the exemption of any employer, labor union, or other agency from any reporting requirements imposed under or pursuant to this Order if such employer, labor union, or other agency has been awarded a Certificate of Merit which has not been suspended or revoked.

**PART III—NONDISCRIMINATION PROVISIONS IN FEDERALLY ASSISTED
CONSTRUCTION CONTRACTS**

SEC. 301. Each executive department and agency which administers a program involving Federal financial assistance shall require as a condition for the approval of any grant, contract, loan, insurance, or guarantee thereunder, which may involve a construction contract, that the applicant for Federal assistance undertake and agree to incorporate, or cause to be incorporated, into all construction contracts paid for in whole or in part with funds obtained from the Federal Government or borrowed on the credit of the Federal Government pursuant to such grant, contract, loan, insurance, or guarantee, or undertaken pursuant to any Federal program involving such grant, contract, loan, insurance, or guarantee, the provisions prescribed for Government contracts by Section 203 of this Order or such modification thereof, preserving in substance the contractor's obligations thereunder, as may be approved by the Secretary of Labor, together with such additional provisions as the Secretary deems appropriate to establish and protect the interest of the United States in the enforcement of those obligations. Each such applicant shall also undertake and agree (1) to assist and cooperate actively with the administering department or agency and the Secretary of Labor in obtaining the compliance of contractors and subcontractors with those contract provisions and with the rules, regulations, and relevant orders of the Secretary, (2) to obtain and to furnish to the administering department or agency and to the Secretary of Labor such information as they may require for the supervision of such compliance, (3) to carry out sanctions and penalties for violation of such obligations imposed upon contractors and subcontractors by the Secretary of Labor or the administering department or agency pursuant to Part II, Subpart D, of this Order, and (4) to refrain from entering into any contract subject to this Order or extension or other modification of such a contract with a contractor debarred from Government contracts under Part II, Subpart D, of this Order.

Sec. 302 (a) "Construction contract" as used in this Order means any contract for the construction, rehabilitation, alteration, conversion, extension, or repair of buildings, highways, or other improvements to real property.

(b) The provisions of Part II of this Order shall apply to such construction contracts, and for purposes of such application the administering department or agency shall be considered the contracting agency referred to therein.

(c) The term "applicant" as used in this Order means an applicant for Federal assistance or, as determined by agency regulation, other program participant, with respect to whom an application for any grant, contract, loan, insurance, or guarantee is not finally acted upon prior to the effective date of this Part, and it includes such an applicant after he becomes a recipient of such Federal assistance.

SEC. 303. (a) Each administering department and agency shall be responsible for obtaining the compliance of such applicants with their undertakings under this Order. Each administering department and agency is directed to cooperate with the Secretary of Labor, and to furnish the Secretary such information and assistance as he may require in the performance of his functions under this Order.

(b) In the event an applicant fails and refuses to comply with his undertakings, the administering department or agency may take any or all of the following actions: (1) cancel, terminate, or suspend in whole or in part the agreement, contract, or other arrangement with such applicant with respect to which the failure and refusal occurred; (2) refrain from extending any further assistance to the applicant under the program with respect to which the failure or refusal occurred until satisfactory assurance of future compliance has been received from such applicant; and (3) refer the case to the Department of Justice for appropriate legal proceedings.

(c) Any action with respect to an applicant pursuant to Subsection (b) shall be taken in conformity with Section 602 of the Civil Rights Act of 1964 (and the

regulations of the administering department or agency issued thereunder), to the extent applicable. In no case shall action be taken with respect to an applicant pursuant to Clause (1) or (2) of Subsection (b) without notice and opportunity for hearing before the administering department or agency.

SEC. 304. Any executive department or agency which imposes by rule, regulation, or order requirements of nondiscrimination in employment, other than requirements imposed pursuant to this Order, may delegate to the Secretary of Labor by agreement such responsibilities with respect to compliance standards, reports, and procedures as would tend to bring the administration of such requirements into conformity with the administration of requirements imposed under this Order: *Provided*, That actions to effect compliance by recipients of Federal financial assistance with requirements imposed pursuant to Title VI of the Civil Rights Act of 1964 shall be taken in conformity with the procedures and limitations prescribed in Section 602 thereof and the regulations of the administering department or agency issued thereunder.

PART IV—MISCELLANEOUS

SEC. 401. The Secretary of Labor may designate to any officer, agency, or employee in the Executive branch of the Government, any function or duty of the Secretary under Parts II and III of this Order, except authority to promulgate rules and regulations of a general nature.

SEC. 402. The Secretary of Labor shall provide administrative support for the execution of the program known as the "Plans for Progress."

SEC. 403. (a) Executive Orders Nos. 10590 (January 19, 1955), 10722 (August 5, 1957), 10925 (March 6, 1961), 11114 (June 22, 1963), and 11162 (July 28, 1964), are hereby superseded and the President's Committee on Equal Employment Opportunity established by Executive Order No. 10925 is hereby abolished. All records and property in the custody of the Committee shall be transferred to the Civil Service Commission and the Secretary of Labor, as appropriate.

(b) Nothing in this Order shall be deemed to relieve any person of any obligation assumed or imposed under or pursuant to any Executive Order superseded by this Order. All rules, regulations, orders, instructions, designations, and other directives issued by the President's Committee on Equal Employment Opportunity and those issued by the heads of various departments or agencies under or pursuant to any of the Executive orders superseded by this Order, shall, to the extent that they are not inconsistent with this Order, remain in full force and effect unless and until revoked or superseded by appropriate authority. References in such directives to provisions of the superseded orders shall be deemed to the references to the comparable provisions of this Order.

SEC. 404. The General Services Administration shall take appropriate action to revise the standard Government contract forms to accord with the provisions of this Order and of the rules and regulations of the Secretary of Labor.

SEC. 405. This Order shall become effective thirty days after the date of this Order.

—LYNDON B. JOHNSON.

THE WHITE HOUSE, *September 24, 1965.*

[F.R. Doc. 65-10340; Filed, Sept. 24, 1965; 4:18 p.m.]

APPENDIX B

RECOMMENDATIONS

This appendix lists the task force's recommendations. Programs or organizational units affected by each recommendation are also listed.

MAKING THE LEGAL REQUIREMENTS KNOWN

1. We recommend that OE and NIE fully inform potential and actual recipients of Federal education aid of their obligations to eliminate sex discrimination under Title IX and Executive Order 11246. Specifically, we recommend that:
 - a. All OE and NIE guidelines, regulations and other appropriate documents be amended to include a statement on Title IX, Public Law 92-318, and require

applicants to submit an assurance of compliance. OE and NIE should attach an addendum to this effect to all FY 1973 program documents already printed without this statement.

ESEA I, III, V, VII.
Follow Through.
Impact Aid.
EHA.
ESA.
VEA; AEA; MDTA.
Career Education Model Installation.
Occupational Education.
HEA I, III, IV, VII, IX.
EPDA, Part E.
LSCA; NDEA III.
ESEA II; HEA II.
NDEA VI.
Fulbright-Hays.
EPDA, Sec. 504, Parts B-2, C, D, F.

Dropout Prevention.
Technology Demonstrations.
Drug Education.
Environmental Education.
Health and Nutrition.
OE-Contracts and Grants Division.
Teacher Corps.
Right to Read.
Fund for the Improvement of Post-secondary Education (FUND).
Community Colleges.
Indian Education.
Consumer Education.
Ethnic Heritage.
NIE, all programs.

b. All OE and NIE contracts and grants officers provide all applicants with detailed instructions on their obligations under Title IX and Executive Order 11246 before they sign assurances of compliance. Contractors should receive a copy of Revised Order No. 4, Department of Labor guidelines and HEW guidelines. All potential aid recipients should receive Title IX regulations and guidelines when published.

OE-contracts and grants division.

NIE-contracts and grants officers.

2. We recommend that OE and NIE provide information and technical assistance concerning Title IX and its implications directly to State education personnel, school administrators and education personnel throughout the country. Specifying, we recommend that:

a. Each Deputy Commissioner in OE and equivalent within NIE be responsible for conducting extensive workshops and conferences on Title IX for key State and local personnel in their respective areas of concern. All regular program workshops and conferences sponsored by the two agencies should include briefings on Title IX. These should be conducted on a continuing basis as long as sex discrimination remains a major problem in education. A specific person in NIE and OE should be designated to coordinate each agency's plans for these activities.

OE Deputies.
OPBE.
OPA.
ESEA I, III, V, VI.
Follow Through.
Impact Aid.
EHA.
ESA.
VEA; AEA; MDTA.
Career Education Model Installation.
Occupational Education.
HEA I, III, IV, VII, IX.
EPDA, Part E.
LSCA; NDEA III.
ESEA II, HEA II.
NDEA VI; Fulbright-Hays.

EPDA Sec. 504, Parts B-2; C, D, F.
Dropout Prevention.
Technology Demonstrations.
NCES.
Drug Education.
Environmental Education.
Health & Nutrition.
Teacher Corps.
Right to Read.
Community Colleges.
Indian Education.
Consumer Education.
Ethnic Heritage.
NIE Deputies.
NIE Planning & Evaluation Staff.
NIE, all programs.
FUND.

b. The Commissioner of Education make Title IX a major topic of discussion in his next meeting with the Chief State School Officers. He should emphasize the leadership role the Federal government will expect the State education agencies to play in eliminating sex discrimination at the State and local levels.
Commissioner of Education.

MONITORING FOR COMPLIANCE

3. We recommend that OE and NIE monitor their own programs for Title IX compliance. Specifically, we recommend that OE and NIE include compliance status checks on all regular site reviews, including State management reviews conducted under ESEA Title V. OE's Deputy Commissioners and equivalent officials in NIE should work with the Office for Civil Rights to develop reporting forms and uniform criteria for monitoring compliance status in site reviews.

OE Deputies.
ESEA I, III, V, VII.
Follow Through.
Impact Aid.
EHA.
ESA.
VEA; AEA, MDTA.
Career Education Model Installation.
Occupational Education.
HEA I, III, IV, VII, IX.
EPDA, Part E.
LSCA; NDEA III.
ESEA II, HEA II.
NDEA VI; Fulbright-Hays.

EPDA Sec. 504, Parts B-2; C, D, F.
Dropout Prevention.
Technology Demonstrations.
Drug Education.
Environmental Education.
Office for Civil Rights.
Health & Nutrition.
Teacher Corps.
Right to Read.
Community Colleges.
Indian Education.
Consumer Education.
Ethnic Heritage.
NIE Deputies.
FUND.

LEVERAGE THROUGH DISCRETIONARY AUTHORITY: INSTRUCTIONAL AND INFORMATION MATERIALS

4. We recommend that OE and NIE insure that all instructional and public relations materials developed with OE and NIE funds for national distribution be free of sex biases. This would include career and vocational materials used in model and exemplary programs. Specifically, we recommend that:

a. Guidelines, requests for proposals and other appropriate documents stress as a condition for funding that materials be developed without sex stereotyping.

b. OE's Office of Public Affairs, in cooperation with OE and NIE program staff, develop a guidebook concerned with avoiding sex biases to assist contractors, grantees and agency staff in developing materials.

c. OE and NIE designate at least one staff person within each appropriate program and public affairs office to clear new materials before their completion and dissemination. These staff people should be selected after consultation with the women in these offices.

d. OE and NIE review existing projects for sex biases. As part of this effort, NIE support for the "Self Directed Search" guidance system developed at Johns Hopkins should be terminated.

OPA.
VEA, Parts C, D, I.
EHA, Part F.
Career Education Model Installation.
Occupational Education.

NIE—Applied Studies.
NIE—New Initiatives.
NIE—Career Education.
NIE—Dissemination.
NIE—Field Initiated Studies.

LEVERAGE THROUGH DISCRETIONARY AUTHORITY: CAREER EDUCATION

5. We recommend that OE and NIE work together to eliminate sex discrimination in career preparation. Specifically, we recommend that:

a. OE and NIE establish the elimination of sex segregation as one of career education's major goals, and emphasize that new goal in materials explaining the career education concept.

Commissioner of Education.
Director of NIE.
VEA, Parts A, B, C, D, F, G, H.
Career Education Model Installation.

EPDA, Part F.
Occupational Education.
NIE—Career Education.

b. Program guidelines and other appropriate documents be amended to emphasize that the elimination of sex segregation is a priority in education and training for careers.

VEA, Parts A, B, C, D, F, G, H.
Career Education Model Installation.
MDTA.
EPDA, Part F.

Occupational Education.
Community Colleges.
NIE—Career Education.

c. Guidelines require all model and exemplary programs in career education and training report their success in including students of both sexes in all education activities.

VEA, Parts C, D.
Career Education Model Installation.
MDTA.

Occupational Education.
NIE—Career Education.

OTHER AREAS FOR ACTION—TRAINING

6. We recommend that OE and NIE work to equalize the proportion of men and women at all levels and in all areas of education through training programs. Personnel training programs guidelines should be modified to require applicants to include plans for increasing the numbers of male and female participants in fields where either sex is underrepresented as well as report annually on progress towards achieving that goal. Specifically, we recommend that:

a. Greater numbers of women be trained in areas where they are currently underrepresented, such as educational administration in all fields, trades and industry in vocational education, educational research and development, educational technology, the "hard" sciences and in other appropriate areas.

EHA, Part D.
AEA, Teacher Training.
EPDA, Part E.
HEA IX.

HEA II (Librarian Training).
NDEA VI; Fulbright-Hays.
EPDA, Parts C, D, F.
NIE—Researcher Training.

b. Greater numbers of men be trained for employment in entry level positions in areas where they are currently underrepresented, such as early childhood education, elementary education, special education, home economics, business/office education, the health professions and in other appropriate areas. In addition, greater numbers of men should be trained as paraprofessionals in all fields.

EHA, Part D.
AEA, Teacher Training.
HEA II (Librarian Training).

EPDA, Sec. 504, Parts C, D, F.
Teacher Corps.

7. We recommend that OE and NIE promote the involvement of women in top positions in OE and NIE funded projects. Specifically, we recommend that:

PROHIBITION AGAINST DISCRIMINATION AGAINST THE BLIND OTHER AREAS FOR ACTION—PROJECT ADMINISTRATION

a. OE and NIE amend guidelines for discretionary programs to require that applicants for funds submit data on title, salary and responsibilities of top project staff by sex.

b. OE and NIE review that information for evidence of discrimination and negotiate before funding for the correction of any inequities.

OPBE.
OPA.
ESEA III, VII.
Follow Through
EHA, Parts C, D, E, F, G.
ESA.
VEA, Parts C, D, I.
Career Education Model Installation.
AEA—Teacher Training Special
Projects.
MDTA.
Occupational Education.
HEA I, II, IV (Cooperative Educa-
tion, Students from Disadvantaged
Backgrounds).
HEA IX; EPDA, Part E.
HEA II.

NDEA VI; Fulbright-Hays.
EPDA, Sec. 504, Parts C, D, F.
Dropout Prevention.
Technology Demonstrations.
NCES.
Drug Education.
Environmental Education.
Health & Nutrition.
Teacher Corps.
Right to Read.
Community Colleges.
Indian Education.
Consumer Education.
Ethnic Heritage Fund.
NIE—all programs.
FUND.

c. In all program guidelines and other official program documents, OE and NIE emphasize their interest in receiving applications from women and for projects directed by women. See 1 (a).

d. OE and NIE, working with women's organizations, encourage women to apply for discretionary program funds. Women's organizations should be included on

appropriate mailing lists for application notification and guideline distribution. See 7 (a) & 7 (b).

OTHER AREAS FOR ACTION—RESEARCH

8. We recommend that OE, NIE and the Assistant Secretary for Planning and Evaluation (ASPE) review for sex biases all research instruments to be used in education studies they fund.

ASPE.

OPBE.

NCES.

NIE—Planning and Evaluation Staff.

NIE—Applied Studies.

NIE—New Initiatives.

NIE—Field Initiated Studies.

9. We recommend that OE, NIE and ASPE insure, before funding education research projects, that projects studying people use samples of both sexes and report results by sex. Exceptions should be made only when the information sought is already available for one sex or when a study is explicitly designed to serve the goal of equality of the sexes and special circumstances require a one-sex study.

Specifically, we recommend that guidelines, requests for proposals and other appropriate documents state the conditions under which one-sex studies are permissible and request that anyone applying for funds for such a study provide a justification.

STRENGTHENING TITLE IX

10. We recommend that the Federal Interagency Committee on Education explore the implications of Title IX for other Federal agencies providing education assistance and encourage those agencies to take the necessary action to enforce Title IX.

ASE (FICE).

11. We recommend that the Assistant Secretary for Education strongly urge the amendment of Title IX to cover admissions in elementary and secondary schools, military academies, single sex public undergraduate colleges and private coeducational undergraduate colleges.

ASE.

TITLE IX ENFORCEMENT: ACCOUNTABILITY

12. We recommend that HEW's Office for Civil Rights strengthen its procedures for holding contractors accountable for compliance to Executive Order 11246. Specifically, we recommend that HEW guidelines require contractors to submit affirmative action plans for approval whether or not a compliance review has been made; plans should be accepted or rejected within three months after submission.

Office for Civil Rights.

TITLE IX ENFORCEMENT: COMPLIANCE STANDARDS

13. We recommend that the Office for Civil Rights develop strong uniform procedures for investigating sex discrimination in education. Specifically, we recommend that:

a. OCR develop a standard procedure for collecting and evaluating information at defined intervals on the compliance status of institutions under Title IX and Executive Order 11246.

b. Investigations initiated under Executive Order 11246 be carried out in conjunction with investigations initiated under Title IX.

Office for Civil Rights.

TITLE IX ENFORCEMENT: STATE EDUCATION AGENCIES

14. We recommend that the Office for Civil Rights work directly with each State to overcome present inequities experienced by women in State education agencies. Specifically, we recommend that OCR set the investigation of State education agencies as a priority under Title IX enforcement.

Office for Civil Rights.

EDUCATING THE PUBLIC

15. We recommend that the Assistant Secretary for Education, the Commissioner of Education, the Director of NIE and their respective Deputies should arrange to speak before key national education groups on their responsibilities for ending discriminatory practices. For example, we suggest that:

a. The Assistant Secretary for Education or the Commissioner of Education address a conference of the major book publishing associations on OE's concern with sex stereotyping in educational materials and its effect on the status of women in education.

b. The Director of NIE's Career Education Task Force and the Deputy Commissioner for Occupational and Adult Education speak before the American Vocational Association and other key vocational groups on the need to encourage young men and women to explore the entire range of vocational opportunities.

c. The Assistant Secretary for Education or the Commissioner of Education discuss the detrimental effects of inadequate counseling on lowering female career aspirations before the national meetings of secondary school counselors.

ASE.
Commissioner of Education.
OE Deputies.

Director of NIE.
NIE Deputies.
NIE Career Education Director.

16. We recommend that the Office of Public Affairs use the range of media at its disposal to expand public consciousness of the growing struggle among women to secure equal opportunities in education. Specifically, we recommend that:

a. OPA work with program officials to produce a documentary film for public distribution on ways education can help women to break traditional sex barriers in various occupations at all levels.

b. OPA organize an exhibit on women and sex discrimination in education for use at education conferences and at gatherings of women's rights groups. The exhibit might premiere in the Office of Education's main lobby, and focus particularly on Title IX, sexism in career training, and sex stereotyping in elementary school curricula.

c. In cooperating with the Office for Civil Rights in HEW, OPA develop and disseminate a pamphlet to the general public on laws protecting women's rights to equal opportunities in education.

d. American Education continue to publish articles to be made available in reprint form on the roles and progress of women in education.

OPA.
Office for Civil Rights.

EXPLORING NEW ROLES FOR WOMEN AND MEN

17. We recommend that OE and NIE foster educational approaches which encourage children of both sexes to explore new roles. Specifically, we recommend that:

a. OE and NIE fund the development of educational and guidance techniques and materials designed to encourage students to explore new roles, particularly in educational areas where sex discrimination is especially strong, as in career education and guidance testing.

| | |
|--------------------------------------|-------------------------|
| ESEA III. | Occupational Education. |
| EHA, Part E. | NIE—Applied Studies. |
| VEA, Parts C, D, I: MDTA. | NIE—New Initiatives. |
| Career Education Model Installation. | NIE—Career Education. |

b. OE support the development and dissemination of teacher training materials on avoiding sex biases. In addition, we recommend that OE and NI personnel training program guidelines be amended to encourage projects to include training in overcoming sex biases.

| | |
|---------------|-------------------------------------|
| EHA, Part D. | EPDA, Sec. 504, Parts B-2, C, D, F. |
| EPDA, Part E. | Teacher Corps. |
| HEA II. | NIE—Researcher Training. |

c. OE develop and disseminate a bibliography of unsex-biased materials appropriate for school use, especially at the elementary and secondary levels.

OPA.

d. OE and NIE insure that all model and exemplary career education projects include instruction that explicitly addresses the problems of sex-stereotyped occupations and dispels myths about women in the work force.

| | |
|--------------------------------------|-----------------------|
| VEA, Parts C, D: MDTA. | NIE—New Initiatives. |
| Career Education Model Installation. | NIE—Career Education. |
| Occupational Education. | |

CHILD CARE AND SERVING SCHOOL-AGED PARENTS

18. We recommend that OE, NIE encourage educational institutions to provide opportunities for parents raising children to pursue their education. Specifically, we recommend that:

a. Day care be made an allowable cost in all programs (including construction programs) serving people of child-bearing age. OE should recommend new legislation where program guidelines cannot accomplish this.

| | |
|---|------------------------------------|
| Office of Legislation. | EPDA Sec. 504, Parts B-2, C, D, F. |
| ESEA III. | Dropout Prevention. |
| Impact Aid (P.L. 815). | Technology Demonstrations. |
| EHA, Parts B, C, D, E. | Drug Education. |
| VEA, Parts A, B, D, F, G, H. | Environmental Education. |
| AEA; MDTA. | Health and Nutrition. |
| Career Education Model Installation. | Teacher Corps. |
| Occupational Education. | Right to Read. |
| HEA I, III, IV (Cooperative Education and Students from Disadvantaged Backgrounds). | Community Colleges. |
| HEA VII, IX; EPDA, Part E. | Indian Education. |
| LSCA I, II; HEA II. | Consumer Education. |
| NDEA VI; Fulbright-Hays. | Ethnic Heritage. |
| | FUND. |
| | NIE—Researcher Training. |

b. OE set aside at least two million dollars from discretionary monies for projects to support the work of the Interagency Task Force on Comprehensive Programs for School-Aged Parents.

| | |
|-----------------------------|-----------------------|
| ESEA III. | HEA I. |
| EHA, Part C. | Dropout Prevention. |
| HEA, Part C, D. | Nutrition and Health. |
| AEA Special Projects; MDTA. | |

PART-TIME STUDY

19. We recommend that OE and NIE promote part-time study opportunities for women returning to education. Specifically, we recommend that:

a. OE and NIE insure that part-time students are admitted to projects funded under postsecondary and other programs serving adults. OE should recommend legislation to accomplish this where it cannot be achieved through guideline changes.

| | |
|--|-------------------------------------|
| Office of Legislation. | HEA II Librarian Training. |
| VEA, Part B; MDTA. | NDEA VI, Fulbright-Hays. |
| AEA Teacher Training. | EPDA, Sec. 504, Parts B-2, C, D, F. |
| Occupational Education. | Teacher Corps. |
| HEA III, IV (Students from Disadvantaged Backgrounds). | Community Colleges. |
| HEA IX; EPDA, Part E. | FUND. |

b. Student aid program guidelines urge institutions to make Federal financial aid available to half-time students in proportion to their enrollment in the student body.

HEA IV (Student Aid Programs).

ACCOMMODATING OTHER PROGRAMS TO THE SPECIAL NEEDS OF WOMEN

20. We recommend that OE and NIE guidelines for programs aimed at adults state that projects serving women wishing to continue their education be given special consideration. In addition, the Educational Opportunity Centers established under P.L. 92-318 should identify this population as a special target group, and Title I of the Higher Education Act should use its discretionary set-aside to fund model programs serving this group.

| | |
|--|-----------------------------------|
| EHA, Part D. | EPDA, Sec. 504, Parts C, D, E, F. |
| VEA, Parts B, C, D. | HEA II Librarian Training. |
| Career Education Model Installation. | NDEA VI; Fulbright-Hays. |
| AEA—Teacher Training. | Teacher Corps. |
| Occupational Education. | Community Colleges. |
| AEA I, IV (Students from Disadvantaged Backgrounds and Educational Opportunity Centers). | FUND. |
| | Researcher Training. |

21. We recommend that the Office of Public Affairs undertake a public service information campaign publicizing new opportunities for women in education through radio and television spots as well as through printed materials. For example, we suggest that:

a. OE make use of the excellent materials already developed by the Women's Bureau at the Department of Labor to encourage young women to enter male-dominated professions, and cooperate with the Women's Bureau in developing new materials.

b. OE direct information on student financial aid to women in the home who plan to return to education or employment training after several years' absence.

OPA.

22. We recommend that OE, NIE and The Fund for the Improvement of Post-secondary Education experiment with new educational approaches with a potential for expanding educational opportunities for women in both academic and vocational education.

VEA, Part C.

NIE—New Initiatives.

NIE—Career Education.

NIE—Experimental Schools.

FUND.

NATIONAL STATISTICS

23. We recommend that NCES amend its present surveys to collect the following data by sex:

a. A breakdown by sex for elementary school pupils in each grade, to be added to the ELSEGIS State Fall Report on Staff and Pupils.

b. Secondary school subject area enrollments by sex, to be added to the ELSEGIS Survey of Secondary School Offerings, Enrollments and Curriculum Practices 1972-73.

c. All data on elementary school principals and on the number of specialists by sex, to be collected in the Belmont Elementary School Survey. This survey's questionnaire on teacher characteristics is thorough and should be used as a model for collecting information isolating sex as a variable.

NOTE.—Data by sex in characteristics of all school staff are needed to determine whether women remain at lower positions with lower pay despite equivalent or better qualifications than the male staff.

d. Secondary school staff and principal data by sex, to be collected in the Belmont Secondary School Survey. We urge that the staff and school questionnaires be expanded to collect by sex the same information as the Elementary School Survey collects on elementary school staff (e.g., salary, years of teaching experience, degrees earned, etc.).

NOTE.—No data on characteristics of teaching or administrative staff in secondary schools are currently collected at all, no less by sex, so that OE has no information on the status of women in secondary schools.

e. The number and salary distribution by sex of tenured higher education faculty, to be added to the HEGIS Employees in Higher Education survey. In addition, NCES should make an effort to provide HEGIS salary data to OCR in a timely fashion for use in enforcing Title IX and Executive Order 11246.

f. The age distribution for men and women by field and degree conferred, to be added to the HEGIS Earned Degrees and Other Formal Awards Conferred survey.

NOTE.—Such data would indicate the extent to which men and women interrupt their education and at what age, and will provide an estimate of the length of interruption by level and academic field.

g. Enrollment data for adult and continuing education by sex to be collected in the Adult and Continuing Education in Institutions of Higher Education survey.

h. All data on adult basic education staff and participants by sex to be collected in the Adult Basic Education survey (based on the annual reports submitted by States).

i. Vocational education enrollment data by sex for each institution to be collected in the Vocational Education Directories.

NOTE.—These data would indicate what types of vocational schools (including area vocational schools) operate as single sex institutions.

j. Data by sex on library staff by level to be collected in the library and museum surveys (Public Library Survey, Federal Library Survey, Museum Survey and School Library Survey).

NCES.

PROGRAM DATA

24. We recommend that OE and NIE collect and report to the public basic data on all programs by sex. Specifically, we recommend that:

a. Programs serving a student clientele collect program participant data by sex.

| | |
|--------------------------------------|---------------------------|
| ESEA I, III, VII. | Drug Education. |
| Follow Through. | Environmental Education. |
| EHA, Parts B, C, D, G. | Health and Nutrition. |
| VEA, Except Part I. | Teacher Corps. |
| Career Education Model Installation. | Right to Read. |
| AEA; MDTA. | Community Colleges. |
| Occupational Education. | Indian Education. |
| HEA I, IV, IX. | Consumer Education. |
| EPDA, Part E. | Ethnic Heritage. |
| HEA II Librarian Training. | NIE—Researcher Training. |
| NDEA VII; Fulbright-Hays. | NIE—Career Education. |
| EPDA, Sec. 504, Parts B-2, C, D, F. | NIE—Experimental Schools. |
| Dropout Prevention. | |

b. Discretionary programs collect and update information on sex and salary of top project staff quarterly.

NOTE.—All staff information could be collected by the PGIS system, on the procurement cover sheet (PCS). No commitment action should be made until all information is entered.

See 7(a).

c. All programs prepare descriptive summaries of projects designed to improve educational opportunities for women.

See 1(a).

d. Fellowship and training programs collect data on the number of applicants by sex.

| | |
|--------------------------------|-------------------------------------|
| EHA, Part D. | NDEA VI. |
| AEA, Teacher Training. | Fulbright-Hays. |
| HEA IV (student aid programs). | EPDA, Sec. 504, Parts B-2, C, D, F. |
| EPDA, Part E; HEA IX. | Teacher Corps. |
| HEA II Librarian Training. | NIE—Researcher Training. |

e. The student financial aid programs should collect data on the amount of aid and number of grants by sex. In addition, data by sex on the guaranteed loan program should include the number and amount of loans recommended by student financial aid officers.

NOTE.—Under Public Law 92-318, student financial aid officers for the first time must certify the amount of a student's financial need before a bank can make a guaranteed loan.

VEA, Part H.

HEA IV (student aid programs).

EVALUATION

25. We recommend that all OE and NIE sponsored evaluations include analyses of the presence, causes and impact of sex discrimination in each of the program of educational areas being studied. For many program areas, particularly fellowship and training programs, expanded follow-up studies of participants by sex will be required.

OPBE.

NIE—Planning and Evaluation Staff.

RESEARCH STUDIES

26. We recommend that OE and NIE support a series of studies on sex role development and sex discrimination in education. Specifically, we recommend that:

a. NIE review existing research on the development of sex roles and self image and support a series of research and development efforts designed to fill the gaps in current knowledge of this topic.

NIE—Applied Studies.

NIE—New Initiatives.

NIE—Career Education.

NE—Field Initiated Studies.

b. OE or NIE support a study on how the attitudes of counselors, teachers, administrators, parents and peers affect career plans and expectations of women and men, with a separate analysis of sexism in guidance tests.

OPBE.

NIE—Planning & Evaluation Staff.

c. The full-scale study resulting from the pilot study, *Barriers to Women's Participation in Postsecondary Education*, be broadened to include a representative sample of males as a comparison group.

NCES.

d. OE support a study of the barriers female and male nonhigh school graduates face in acquiring additional education and training.

OPBE.

REPORTING AND DISSEMINATING INFORMATION

27. We recommend that OE and NIE expand efforts to report and disseminate information on women in education. Specifically, we recommend that:

a. NCES publish, at least annually, special mini-reports and projections on the relative status of women and men in education, both as students and employees. In addition, NCES' regular reports should include separate chapters comparing data on men and women.

NCES.

b. Program data appearing in annual reports include participant data by sex. See 24(a).

c. OPBE and its equivalent in NIE include in their evaluation and planning studies special sections on the impact of program on the sexes.

OPBE.

NIE—Planning and Evaluation Staff.

EQUALITY FOR WOMEN AS A PRIORITY

28. We recommend that equality for the sexes in education be declared an official priority of both OE and NIE. In line with that priority, we recommend that:

a. Implementation of recommendations be tracked through the Operational Planning System at the Assistant Secretary or Commissioner/Director level.

ASE.

Commissioner of Education.

Director of NIE.

b. At least 10 percent of the appropriations for the following programs be spent on projects which make a special contribution to equal educational opportunity for women:

Education Professions Development Act, Parts D, E and F and Education for the Handicapped Act, Part D

Funds could be used in projects which advance women in school administration, train teachers to avoid sex bias, train administrators on implementing Title IX and train teacher trainers to sensitize teachers to sex bias.

Higher Education Act, Title II

Funds could be used in projects which advance women in library administration, support workshops on unsexbiased materials and assist librarians in building collections relating to women's rights and women's issues.

Vocational Education Act, Parts C, D and I

Funds could be used in projects which study the obstacles to women's full participation in all areas of vocational education, demonstrate approaches to breaking down sex stereotypes in vocational education and develop curriculum materials which counteract career sex stereotypes.

Fund for the Improvement of Postsecondary Education

Funds could be used for experiments in academic and vocational education with a potential for expanding educational opportunities for women returning to school or work after several years' absence.

Civil Rights Act of 1964, Title IV

Funds would be used to assist sex segregated schools in desegregation.

STAFF EDUCATION

29. We recommend that OE and NIE undertake to educate their own staffs to avoid sex bias in agency operation and program management. Specifically, we recommend that:

a. Briefings for all supervisory staff be conducted on the implications of Title IX and other sex discrimination legislation for OE's and NIE's program operations.

b. OE and NIE arrange for training programs to create employee awareness of sex biases and their influences on the actions of employees.

Commissioner of Education.

Director of NIE.

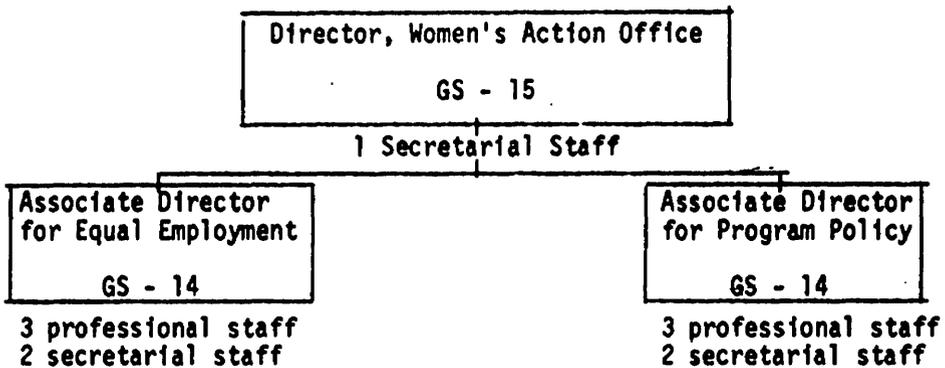
WOMEN'S ACTION OFFICE AND ADVISORS

30. We recommend that both OE and NIE establish a Women's Action Office to see that steps to improve the status of women both inside and outside the agency are carried out smoothly and expeditiously. Specifically, we recommend that:

a. These offices serve as a continuing source of advice to the Commissioner and the Director on progress towards that goal and on new steps needed to help women secure equality in education and in the Federal education agencies.

b. These offices report directly to the Assistant Commissioner for Special Concerns and an official of equivalent stature in NIE and absorb the functions of the Federal Women's Program Coordinator.

c. The following organization for the Women's Action Office be developed:



NIE would have a smaller staff consonant with the agency's present size.

Commissioner of Education.

Director of NIE.

31. We recommend that both OE and NIE convene an ad hoc committee by advertising for people interested in helping in the selection of the Director and Associate Directors of the Women's Action Offices. These ad hoc committees would be no more than 15 members, elected from among the original volunteers. These committees would draw up criteria for the selection of the Director and the Associate Directors and identify and recommend candidates to fill those positions. Upon final selection of candidates by the OE Commissioner and NIE Director, the responsibilities of the ad hoc committees would terminate.

Commissioner of Education.

Director of NIE.

32. We recommend that Women's Action Advisors be designated throughout the agencies to link program policies and employees with the work of the Women's Action Office. Specifically, we recommend that:

a. On a continuing basis, Advisors work with the Women's Action Office in carrying out their mission throughout the agencies by recommending priorities for action, reviewing program and employment activities affecting women and keeping communication channels open between program officials and the Women's Action Office.

b. Advisors be designated by the Directors of the respective Women's Action Offices.

c. Advisors be regular employees, released part-time from their regular duties.

d. Each OE Deputyship and equivalent in NIE have at least two Advisors, one for internal employment and one for programs. OE should have one Advisor concerned with employment for every 200 people in a deputyship, with the Office of the Commissioner combined with the Deputyship for Development. OE should have one Advisor concerned with program policy for every 200 people in the three program Deputyships. According to OE's current staffing, that would make a total of 24; NIE Advisors would be chosen in a comparable manner.

- Commissioner of Education.
- OE Deputies.
- Director of NIE.
- NIE Deputies.

SPECIAL POLICY POSITIONS

33. We recommend that OE and NIE substantially increase the proportion of women advising on the operation of OE programs. Specifically, we recommend that:

a. All NIE and OE recommendations for advisory councils and special commissions aim to bring the proportion of women on each to 50 percent.

- ASE.
- Commissioner of Education.
- Director of NIE.

b. The same goal be set for the appointment of women to program review panels, outside evaluation teams, technical assistance personnel and consultants. Bureau chiefs should be responsible for approving these appointments to see that goals are being met. In addition, OE and NIE should adopt a standard fee for compensating consultants, regardless of salary, experience or other considerations.

c. Task forces be approximately 50 percent female. OE and NIE staff should avoid defining criteria for task force membership so that a predominance of men must be chosen. Bureau chiefs and Deputies should review and approve task force membership to see that goals are being met.

- OE Deputies.
- OE Bureau Chiefs.
- NIE Deputies.

d. Bureau chiefs and Deputies report quarterly to the Commissioner of Education and to the Director of NIE on the male/female makeup of all review panels, outside evaluation teams, technical assistants, consultants and task forces.

- Commissioner of Education.
- OE Deputies.
- OE Bureau Chiefs.
- Director of NIE.
- NIE Deputies.

APPENDIX C.—UNITS AFFECTED BY TASK FORCE RECOMMENDATIONS

| <i>Unit affected</i> | <i>Recommendations</i> |
|---|--|
| HEW UNITS | |
| Assistant Secretary for Education----- | 5(a), 10, 11, 15, 28(a), 33(a). |
| Commissioner of Education----- | 2(b), 5(a), 15, 28(a), 29, 30, 31, 32, 33(a, d). |
| Director of NIE----- | 5(a), 15, 28(a), 29, 30, 31, 32, 33(a, d). |
| Office for Civil Rights----- | 3, 12, 13, 14, 16(c). |
| Assistant Secretary for Planning and Evaluation ----- | 8. |

| OFFICE OF EDUCATION | |
|--|--|
| Deputy Commissioner for School Systems-- | 2(a), 3, 15, 32, 33(b, c, d). |
| Bureau of Elementary and Secondary Education ----- | 33(b, c, d). |
| Elementary and Secondary Education Act: | |
| Title I (Educationally Deprived Children) ----- | 1(a), 2(a), 3, 24(a), 27(b). |
| Title III (Supplementary Centers) - | 1(a), 2(a), 3, 7, 17(a), 18, 24(a, b, c), 27(b). |
| Title V (Strengthening State Departments of Education)----- | 1(a), 2(a), 3. |
| Title VII (Bilingual Education)-- | 1(a), 2(a), 3, 7, 24(a, b, c), 27(b). |
| Follow Through----- | 1(a), 2(a), 3, 7, 24(a, b, c), 27(b). |
| Impact Aid: | |
| Public Law 874 (Maintenance/Operations) ----- | 1(a), 2(a), 3, 24(c). |
| Public Law 815 (Construction)---- | 1(a), 2(a), 3, 18(a), 24(c). |
| Bureau of Education for the Handicapped Education for the Handicapped Act: | |
| Part B (State Grants)----- | 33(b, c, d). |
| Part C (Special Target Program) -- | 1(a), 2(a), 3, 18(a), 24(a, c), 27(b). |
| Part D (Training)----- | 1(a), 2(a), 3, 6(a, b), 7, 17(b), 18(a), 19(a), 20, 24(a, b, c, d), 27(b), 28(b). |
| Part E (Research/Demonstration) - | 1(a), 2(a), 3, 7, 17(a), 18(a), 24(b, c). |
| Part F (Media Services/Captioned Films) ----- | 1(a), 2(a), 3, 4(a, c, d), 7, 24(b, c). |
| Part G (Special Learning Disabilities) ----- | 1(a), 2(a), 3, 7, 24(a, b, c), 27(b). |
| Bureau of Equal Opportunity----- | 33(b, c, d). |
| Emergency School Aid----- | 1(a), 2(a), 3, 7, 24(b, c). |
| Civil Rights Act:----- | |
| Title IV (Desegregation of Public Education) ----- | 28(b). |
| Deputy Commissioner for Occupational and Adult Education----- | 2(a), 3, 15, 32, 33(b, c, d). |
| Vocational Education Act: | |
| Part A (Special Needs)----- | 1(a), 2(a), 3, 5(a, b), 18(a), 24(a, c), 27(b). |
| Part B (State Grant)----- | 1(a), 2(a), 3, 5(a, b), 18(a), 19(a), 20, 24(a, c), 27(b). |
| Part C (Research)----- | 1(a), 2(a), 3, 4(a, c, d), 5, 7, 17(a, d), 18(b), 20, 22, 24(a, b, c), 27(b), 28(b). |
| Part D (Exemplary Programs)---- | 1(a), 2(a), 3, 4(a, c, d), 5, 7, 17(a, d), 18, 20, 24(a, b, c), 27(b), 28(b). |
| Part F (Consumer/Homemaking) - | 1(a), 2(a), 3, 5(a, b), 18(a), 24(a, c), 27(b). |
| Part G (Cooperative Education) -- | 1(a), 2(a), 3, 5(a, b), 18(a), 24(a, c, e), 27(b). |
| Part H (Work Study)----- | 1(a), 2(a), 3, 5(a, b), 18(a), 24(a, c), 27(b). |
| Part I (Curriculum Development) - | 1(a), 2(a), 3, 4(a, c, d), 7, 17(a), 24(b, c), 28(b). |
| Career Education Model Installation-- | 1(a), 2(a), 3, 4(a, c, d), 5, 7, 17(a, d), 18(a), 20, 24(a, b, c), 27(b). |

| | |
|--|---|
| Adult Education Act: | |
| Grants to States----- | 1(a), 2(a), 3, 18(a), 24(a, c), 27(b). |
| Teacher Training----- | 1(a), 2(a), 3, 6(a, b), 7, 18(a), 19(a), 20, 24(a, b, c, d), 27(b). |
| Special Projects----- | 1(a), 2(a), 3, 7, 18, 24(a, b, c), 27(b). |
| Manpower Development and Training Act ----- | 1(a), 2(a), 3, 5, 7, 17(a, d), 18, 19(a), 24(a, b, c), 27(b). |
| Deputy Commissioner for Higher Education-- | 2(a), 3, 15, 32, 33(b, c, d). |
| Bureau of Higher Education----- | 33(b, c, d). |
| Higher Education Act: | |
| Title I (Community Service and Continuing Education)----- | 1(a), 2(a), 3, 7, 18, 20, 24(a, b, c), 27(b). |
| Title III (Strengthening Developing Institutions)----- | 1(a), 2(a), 3, 7, 18(a), 19(a), 24(b, c). |
| Title IV (Educational Opportunity Grants) ----- | 1(a), 2(a), 3, 19(b), 24, 27(b). |
| (College Work Study)----- | 1(a), 2(a), 3, 19(b), 24, 27(b). |
| (Insured Student Loans)----- | 1(a), 2(a), 3, 19(b), 24(a, c, d, e), 27(b). |
| (Direct Loans)----- | 1(a), 2(a), 3, 19(b), 24(a, c, d, e), 27(b). |
| (Cooperative Education)----- | 1(a), 2(a), 3, 7, 18(a), 24(a, b, c), 27(b). |
| (Students from Disadvantaged Backgrounds) ----- | 1(a), 2(a), 3, 7, 18(a), 19(a), 20, 24(a, c, d), 27(b). |
| Title VII (Construction of Academic Facilities)----- | 1(a), 2(a), 3, 18(a), 24(c). |
| Education Professions Development Act: Part E (College Personnel training program)----- | 1(a), 2(a), 3, 6(a), 7, 17(b), 18(a), 19(a), 20, 24(a, b, c, d), 27(b), 28(b). |
| Bureau of Libraries and Learning Resources ----- | 33(b, c, d). |
| Library Services and Construction Act: | |
| Title I (Grants for Public Libraries) ----- | 1(a), 2(a), 3, 18(a), 24(c). |
| Title II (Construction)----- | 1(a), 2(a), 3, 18(a), 24(c). |
| Title III (Interlibrary Cooperation) ----- | 1(a), 2(a), 3, 24(c). |
| Elementary and Secondary Education Act: Title II (School Library Resources) ----- | 1(a), 2(a), 3, 24(c). |
| Higher Education Act: | |
| Title II (College Library Resources) ----- | 1(a), 2(a), 3, 24(c), 28(b). |
| (Librarian Training)----- | 1(a), 2(a), 3, 6(a, b), 7, 17(b), 18(a), 19(a), 20, 24(a, b, c, d), 27(b), 28(b). |
| (Library Demonstration)----- | 1(a), 2(a), 3, 7, 24(b, c), 28(b). |
| National Defense Education Act: Title III (Equipment and Minor Remodeling) ----- | 1(a), 2(a), 3, 24(c). |

| | |
|--|--|
| Institute for International Studies----- | 33(b, c, d). |
| National Defense Education Act----- | |
| Title VI (Language Training and Area Studies)----- | 1(a), 2(a), 3, 6(a), 7, 18(a), 19 (a), 20, 24, 27(b). |
| Fulbright-Hays Act----- | 1(a), 2(a), 3, 6(a), 7, 18(a), 19(a), 20, 24, 27(b). |
| Deputy Commissioner for Development--- National Center for the Improvement of Educational Systems----- | 2(a), 3, 15, 32, 33(b, c, d). |
| Education Professions Development Act: | 33(b, c, d). |
| Part A, Section 504 (Attracting persons into the Field of Edu- cation) ----- | 1(a), 2(a), 3, 6(b), 7, 17(b), 18(a), 19(a), 20, 24(a, b, c, d), 27(b). |
| Part B-2 (State Grants)----- | 1(a), 2(a), 3, 17(b), 18(a), 19(a), 24(a, c, d), 27(b). |
| Part C (Fellowships)----- | 1(a), 2(a), 3, 6(a, b), 7, 17(b), 18(a), 19(a), 20, 22, 24(a, b, |
| Part D (Personnel Development)--- | 1(a), 2(a), 3, 6(a, b), 7, 17(b), 18(a), 19(a), 20, 22, 24(a, b, c, d), 27(b), 28. |
| Part F (Career Education Person- nel Development)----- | 1(a), 2(a), 3, 5, 6(a, b), 7, 17(b), 18(a), 19(a), 20, 24(a, b, c, d), 27(b), 28(b). |
| Elementary and Secondary Education Act: Title VIII (Dropout Pre- vention) ----- | 1(a), 2(a), 3, 7, 18, 24(a, b, c), 27(b). |
| Center for Educational Technology----- | 1(a), 2(a), 3, 7, 18(a), 24(b, c). |
| National Center for Educational Statistics--- | 2(a), 7, 8, 9, 23, 24(b, c), 26(c), 27(a). |
| <i>Other Programs:</i> | |
| Drug Education----- | 1(a), 2(a), 3, 7, 18(a), 24(a, b, c), 27(b). |
| Environmental Education----- | 1(a), 2(a), 3, 7, 18(a), 24(a, b, c), 27(b). |
| Health and Nutrition----- | 1(a), 2(a), 3, 7, 18, 24(a, b, c), 27(b). |
| New Programs: | 1(a), 2(a), 3, 24(c). |
| Higher Education Act: | |
| Title IV (Institutional Aid)----- | |
| (Bail Out)----- | 1(a), 2(a), 3, 24(c). |
| (Basic Opportunity Grants)--- | 1(a), 2(a), 3, 19(b), 24(a, c, d, e), 27(b). |
| (State Student Incentive Grants) ----- | 1(a), 2(a), 3, 24(a, c, d), 27(b). |
| (Supplemental EOG)----- | 1(a), 2(a), 3, 19(b), 24(a, c, d, e), 27(b). |
| Title IX (Graduate Programs)--- | 1(a), 2(a), 3, 6(a), 7, 18(a), 19(a), 24(a, b, c, d), 27(b). |
| Fund for the Improvement of Postsec- ondary Education----- | 1(a), 2(a), 3, 7, 18(a), 19(a), 20, 22, 24(a, b, c), 27(b). |
| Community Colleges----- | 1(a), 2(a), 3, 5(b), 7, 18(a), 19 (a), 20, 24(a), b, c), 27(b). |

| | |
|---|---|
| Occupational Education..... | 1 (a), 2(a), 3, 4(a, c, d), 5, 7, 17(a, d), 18(a), 19(a), 20, 24(a, b, c), 27(b). |
| Indian Education..... | 1(a), 2(a), 3, 7, 18(a), 24(a, b, c), 27(b). |
| Consumer Education..... | 1(a), 2(a), 3, 7, 18(a), 24(a, b, c), 27(b). |
| Ethnic Heritage..... | 1(a), 2(a), 3, 7, 18(a), 24(a, b, c), 27(b). |
| Deputy Commissioner for Management..... | 15, 32, 33(b, c, d). |
| Office of Planning, Budgeting, and Evaluation | 2(a), 7, 8, 9, 24(b, c), 25, 26(b, d), 27(c). |
| Contracts and Grants Division..... | 1. |
| Deputy Commissioner for External Relations | 10, 15, 32, 33(b, c, d). |
| Office of Public Affairs..... | 2(a), 4, 7, 16, 17(c), 21, 24(b). |
| Office of Committee Management..... | 33(a). |
| Office of Legislation..... | 18(a), 19(a). |
| Other Programs: | |
| Teacher Corps..... | 1(a), 2(a), 3, 6(b), 7, 17(b), 18, 19(a), 20, 24(a, b, c, d), 27(b). |
| Right to Read..... | 1(a), 2(a), 3, 7, 18(a), 24(a, b, c), 27(b). |
| NATIONAL INSTITUTE OF EDUCATION | |
| Counterparts to Office of Education Staff: | |
| Deputies | 2(a), 3, 15, 32, 33(b, c, d). |
| Contracts and Grants Officers..... | 1. |
| Planning and Evaluation Staff..... | 2, 7, 8, 9, 24(b, c), 25, 26(b), 27(c). |
| Task Forces: | |
| Applied Studies..... | 1(a), 2(a), 3, 4(a, c, d), 7, 8, 9, 17(a), 24(b, c), 26(a), 27(b). |
| Researcher Training..... | 1(a), 2(a), 3, 6(a), 7, 17(b), 20, 24(a, b, c, d), 27(b). |
| New Initiatives..... | 1(a), 2(a), 3, 4(a, c, d), 7, 8, 9, 17(a, d), 22, 24(b, c), 26(a), 27(b). |
| Career Education..... | 1(a), 2(a), 3, 4(a, c, d), 5, 7, 15, 17(a, d), 22, 24(a, b, c), 26(a), 27(b). |
| Dissemination | 1(a), 2(a), 3, 4(a, c, d), 7, 24(b, c). |
| Experimental Schools..... | 1(a), 2(a), 3, 7, 22, 24(a, b, c), 27(b). |
| Field Initiated Studies..... | 1(a), 2(a), 3, 4(a, c, d), 7, 8, 9, 24(b, c), 26(a), 27(b). |

APPENDIX D.—IMPLEMENTING THE RECOMMENDATIONS OF THE HEW WOMEN'S ACTION PROGRAM

The Women's Action Program Report, transmitted to Secretary Richardson in January 1972, contained twenty-one recommendations on improving the impact of OE programs on women. Proposing ways to implement these recommendations is one of this Task Force's mandates.

Since January, some recommendations were incorporated into new sex discrimination legislation; a few others were implemented by the Office of Education. In the course of its investigation, this Task Force found that reorganizing the remaining recommendations would facilitate their implementation—especially where responsibility for action was not clearly delegated, and where proposed action was not explicitly detailed.

The following pages offer an agenda for implementing the WAP recommendations. Task Force comments appear in italics beneath each WAP recommendation.

In the pending legislation for graduate study support, authority should be provided to identify, periodically, specific subject areas of need for doctoral training.

Recruitment efforts in these fields should particularly emphasize the enrollment of women and minorities (see page 71 in WAP Report).

Recommendation #6 concerns equalizing the proportion of men and women in all levels and in all areas of education through training programs. See page 40.

The program guidelines for Higher Education Personnel Fellowships should continue to emphasize fellowship projects for women among the high priority areas for funding. Institutions should be encouraged to develop exemplary, replicable programs designed to meet the needs of women; e.g., part-time programs for older women. Support on a multi-year basis could be provided to interested, approved applicants to develop and implement experimental programs to attract women to "traditionally male" fields (see page 71 in WAP Report).

Recommendation #6 includes attracting members of one sex to fields traditionally dominated by the other sex.

Recommendation #18, 20, and 21 address the problems of women returning to education.

Recommendation #19 covers promoting part-time study opportunities.

Recommendation #28b covers a 10 percent set-aside in selected programs to be spent on projects making a special contribution to equal educational opportunity for women.

Program regulations should state that sex should not be a factor in admission of participants to projects. This procedure would apply not only to new projects but also to refunded projects (see page 71 WAP Report).

Title IX of P.L. 92-318 prohibits this kind of discrimination.

Recommendation #1 deals with including a statement on Title IX in program regulations.

The ethnic group and sex of applicants for and awardees of fellowships should be reported. Recruitment procedures should also be described (see page 71 in WAP Report).

Recommendation #24d requests information on the sex of applicants and awardees of fellowships.

The representation of women on the National Advisory Council on the Education Professions should be increased (see page 71 in WAP Report).

Recommendation #33 concerns increasing the membership of women on advisory councils to 50 percent of the total.

The Office of Education should consider development of an evaluation procedure for determining the impact of on-going continuing education programs for women, including course offerings, availability of course credit, transfers of previous credit provision for part-time study, counseling services, types of instruction methods and materials, financial aid opportunities, providing of child care services, relationship of continuing education program to sponsoring institution (see page 71 in WAP Report).

With initial funding from HEW's Office of Planning and Evaluation, OE is administering the pilot phase of a study intended to gather data on women's difficulties in securing access to continuing education. This study was initiated at the request of the Women's Action Program.

Recommendation #25 covers evaluation of the impact of OE programs on women.

The Office of Education should consider sponsoring an experimental adult learning situation for women to determine motivation to learn, effective means of instruction, pertinent instructional materials, and effect of previous non-academic experience on self-concepts and approach to learning. It would incorporate features such as resource centers on available opportunities for women, child care facilities, course work credit for relevant nonacademic experiences, flexible curricula to meet specific needs of ethnic group women, procedures to alleviate or eliminate administrative encounters with institution (see page 72 in WAP Report).

Recommendation #2 includes providing information and technical assistance on Title IX and its implication to State education personnel and others.

Recommendation #14 instructs the Office for Civil Rights to work directly with the States to overcome present inequities.

Recommendation #33 addresses increasing the membership of women on advisory councils to 50 percent of the total.

The Office of Education should consider requesting a legislative amendment which specifies that for a state to be eligible for federal assistance for vocational education, it must submit for approval by the Office of Education a five-year plan

for equalizing vocational education programs for both sexes (see page 78 in WAP Report).

Recommendation # 1 covers submitting an assurance of compliance to Title IX of P.L. 92-318.

Recommendation # 5 includes eliminating sexism in career preparation. See page 40.

The Office of Education should study the extent and type of public school courses limited predominantly to one sex or in which one sex is given preference. Tie in with efforts just beginning in the Office of Civil Rights to collect vocational education enrollment by race, so that sex is collected simultaneously. Include programs at all levels; secondary schools, post-secondary institutions (including trade and technical schools, junior and community colleges, MDTA programs, etc.) (see page 79 in WAP Report).

Recommendation # 23 includes acquiring enrollments by sex in each subject area.

Recommendation # 23 includes a recommendation to collect enrollment data by sex for institutions offering vocational education.

The Office of Education should analyze data currently available from such sources as its Bureau of Adult, Vocational and Technical Education and the Women's Bureau, and provide for collection of information needed to pinpoint areas of sex discrimination in vocational education, including:

Region, demographic characteristics of institutions, level of instruction, ethnicity of students enrolled (full-time and part-time):

Sex-typing promoted by instruction;

Differentials in expected salary, growth potential, and job market; and

Attitudes of counselors, teachers, administrators, parents and students toward integrating courses and institutions (see pages 79-80 in WAP Report).

Recommendation # 23 includes a recommendation to collect enrollment data by sex for each type of vocational institution.

Recommendation # 23 includes acquiring information on secondary school enrollments in vocation fields by sex.

Recommendation # 25 includes analysis of the impact of sex discrimination in each program area. Differentials in expected salary and growth potential would be explored.

Recommendation # 26 is concerned with the effects of attitudes of school personnel, parents and students on career choice.

The Office of Education, in developing new curricula and instructional materials in career education, should place emphasis on "de-sexing" instruction and encouraging equal participation of both sexes in all courses and schools (see page 80 in WAP Report).

Recommendation # 5 includes involving students of both sexes in all education activities.

Recommendation # 4 includes insuring that all instructional materials be free of sex biases.

Recommendation # 17 includes fostering educational approaches which encourage children of both sexes to explore new roles.

Recommendation # 28 covers a 10 percent set-aside in selected programs to be spent on projects making a special contribution to equal opportunity for women.

Recommendations # 18, 19, 20, and 22 include the support of projects for women returning to education.

Recommendation # 28b covers a 10 percent set-aside in selected programs for projects making a special contribution to equal opportunity for women.

The Office of Education should consider conducting a study to:

(1) determine teacher, counselor and parent attitudes and expectations concerning males and females in elementary, secondary, and post-secondary institutions and

(2) design model teacher and counselor training programs which create an awareness of sex-role stereotyping and sensitize prospective teachers and counselors to their impact influence on girls and women and

(3) compare professional counseling with peer group counseling in changing stereotyped attitudes (see page 72 in WAP Report).

Recommendation # 17 covers the development of materials on sex biases in personnel training programs.

Recommendations # 26b and 26d include several related R&D efforts.

Recommendation # 28b covers a 10 percent set-aside in selected programs for projects making a special contribution to equal opportunity for women.

Legislation should be developed by the Office of Education specifying that all HEW-supported vocational education programs shall be conducted without sex discrimination (see page 78 in WAP Report).

Title IX, P.L. 92-318 prohibits sex discrimination in vocational education.

The Office of Education should encourage state advisory councils, within the restriction of their membership requirements, to increase the number and percentage of women members so as to better respond to the needs of women. State councils should be requested to submit to the Commissioner of Education a list of current members and their expiration dates, along with plans for recruiting minorities and women (see page 78 in WAP Report).

The Bureau of Adult, Vocational and Technical Education in the Office of Education should consider encouraging and supporting states to establish training programs to increase the skills and upgrade the status of household workers (see page 83 in WAP Report).

Since the mid-1960's some \$3 million went into MDTA demonstration projects for women in household work. OE developed a training and administration manual as a result of these projects. No new efforts have been initiated since the WAP Report was transmitted.

Success of these training programs is greatly hampered by the exclusion of household workers from the Fair Labor Standards Act; they need not be paid the minimum wage.

Recommendation #28b includes a 10 percent set-aside in selected programs which could fund projects in the area.

The problems and needs of domestic workers should be scheduled as an issue for analysis in the Department's planning guidance system. The analysis should be conducted by the Social and Rehabilitation Service in coordination with the Office of Education, the Social Security Administration and the Office of the Assistant Secretary for Planning and Evaluation (see page 83 in WAP Report).

We urge OE to cooperate with the Social and Rehabilitation Service in its analysis.

The Office of Education, through adult and continuing education programs (Bureau of Adult, Vocational, and Technical Education), should broaden opportunities for older women to participate in career education programs, expanded offerings in history, economics, literature, art, music and the crafts should be encouraged. Any special courses for this age group should be free or moderately priced, and adapted to the needs and interests of older women. The expanded use of radio and TV programming, particularly during the day, should be encouraged to reach older women in their homes or other residences (see pages 80-90 in WAP Report).

Recommendations #18, 19, 20, 21 and 22 refer to women returning to education.

Recommendation #28b covers a 10 percent set-aside in selected programs to be spent on projects making a special contribution to equal opportunity for women.

Mr. HAWKINS. Dr. Sandler, again, we wish to thank you for your testimony this morning.

The next witness is Dr. Nancy K. Schlossberg, Office of Women in Higher Education, American Council on Education.

-We welcome you. Your testimony will be printed in the record at this point.

You may proceed to summarize from it or deal with it as you may desire.

[The statement referred to follows:]

STATEMENT OF NANCY K. SCHLOSSBERG, AMERICAN COUNCIL ON EDUCATION

Mr. Chairman and members of the committee: I am Nancy K. Schlossberg, Director of the new Office of Women in Higher Education at the American Council on Education. Until June of this year, I was Associate Professor of Counseling and Guidance at Wayne State University, Chairperson of the Commission on the Status of Women, and the elected Chairperson of the College of Education Faculty. I am very grateful for this opportunity to appear before you on behalf of the American Council on Education—a council of 194 national and regional education associations and 1397 institutions of higher education.

From nursery school through graduate education, our educational system is guilty of fostering and perpetuating rigid sex roles for men and women which result in stereotyped self-images and career choice for both sexes. The reasons for this situation are historically complex and therefore require broad-gauged solutions. The proposed Women's Educational Equity Act of 1973 will enable university and college presidents, boards of governors, administrators, students, and faculty to mobilize their resources to change the situation. This Act will benefit men as much as women, inasmuch as it will provide funds for educational changes which will allow all students to develop as individuals with open options. The objectives of the proposed bill are fully endorsed by the American Council on Education.

THE NEED FOR SPECIAL MONIES FOR WOMEN IN EDUCATION

The question obviously arises: Why special moneys for women? My answer stems from research on various sub-groups on university campuses. Any group which by numbers or image is seen as different from "the majority" needs special visibility. For example, adult men, 35 and over, who were undergraduates at Wayne State University, expressed over and over the need for a special counseling and placement center for themselves. (Nancy Schlossberg, "Adult Men: Education or Re-education," *Vocational Guidance Quarterly*, September, 1970.) Commuters on residential campuses express the same needs, as do blacks at white universities—and this list could go on. Special services are not necessarily forever, but are definitely needed as a vehicle to enable the group in question to emerge with self-confidence and equality. The "aloneness" that the men in my study experienced, the fear of trying out untraditional routes that women have counseled expressed, the anger that individuals feel when fighting and often losing with the bureaucracy are testimony to the need for special attention.

The issue before us is: How could funds generated by this bill be used to improve educational opportunities for women? My remarks will be addressed to an important area of concern which is my own field of specialization, that of vocational counseling. Many women counselees report on the negative impact well-meaning counselors have had on their career development. In my recent experience, counselors have discouraged a 55-year old widow from entering dental school, an undergraduate woman from majoring in engineering, a high school girl from taking advanced classes in science and math. Counselor bias is certainly not limited to women; men wishing to enter a "feminine" profession like nursing would undoubtedly be discouraged by many counselors. Likewise, minority group members have long been counseled to be "realistic" about their place in the world of work.

Counselor Bias

To test the degree of counselor bias, Professor John Pietrofesa, Associate Professor of Educational Guidance and Counseling at Wayne State University, and I arranged interviews between counselor trainees and a coached female counselee at a major urban university. The coached counselee presented herself as undecided about entering engineering, a "masculine occupation," or education, a "feminine occupation." Each interview was tape-recorded. The results of this study pointed to the high degree of counselor bias against women's entering a masculine profession, with women counselors displaying as much bias as did men. Even more bias might be expected had the woman counselee been older, married, and a mother with family responsibilities.

Federal funds could be put to highly productive use in the area of counselor training and re-training. The implications of such studies for counselor training—both new counselors-in-training and those already practicing—are several; accepting counselor bias as a fact, counselor education programs must attempt to bring it into the open, so that counselors are better able to control biased feelings and to remove them from their counseling. For example, Dr. Pietrofesa and I have implemented a four-pronged training model, the goal of which is to enable counselors and teachers to participate with their constituency in an unbiased fashion. The model includes the following components which can be adapted to specific settings:

1. Expanding the cognitive understanding of counselors regarding the role of women through lectures and readings.
2. Increasing counselors' sensitivity to sex bias through group techniques.
3. Promoting the acquisition of unbiased skills among counselors through audio-video taping and role playing.

4. Fostering skill development in program planning and implementation among counselors through tutorial projects.

This approach is based on 56 hours of training—an intensive one-week period followed by 16 hours of follow-up sessions during the year.

Federal funds could be well-used to develop other models in-service training programs. These models could be demonstrated at conferences to guide representatives in setting up similar programs when they return to their own institutions and/or communities. Money could further be used to send consultants to individual institutions to develop and implement in-service counselor training programs.

BIASED COUNSELING MATERIALS

When discussing counselor bias, it is essential to examine materials which are commonly used and relied upon in the counseling interview. Such materials frequently reflect stereotyped roles for men and women, contain biased statements which could lead a counselee in one direction rather than another, and reflect the past rather than the future by reinforcing outmoded ideas of "women's place" and "men's place." Despite the growing awareness among leaders in the area of tests and measurements, practitioners—both men and women—are often unaware of the sexual bias inherent in the major interest inventories as presently constructed. As illustrative of the general problem, I will discuss the one interest inventory with which I have been personally involved—the Strong Vocational Interest Blank (SVIB), one of the best inventories available. Jane Goodman, a doctoral student at Wayne State, and I identified three major weaknesses of the SVIB:

First, separate forms exist for men and women. The man's form lists 33 occupations for men only, implying that women cannot become authors, journalists, or physicists, for example. Likewise, the women's form lists 37 women-only occupations, implying that men cannot become elementary teachers, art teachers, or medical technologists, among others.

Secondly, if the same person either male or female, takes both forms of the SVIB, the profiles will be dramatically different for two reasons. The first is the different occupations listed for each sex. The second is the different scoring requirements for an occupation, even when listed on both forms. For example, a woman who scored high on the women's profile in the areas of dental assistant, physical therapist, and occupational therapist scored high as a physician, psychiatrist, and psychologist when she took the men's form.

Thirdly, guidelines in the manual and handbook suggest to counselors that many women will score high only in certain "premarital occupations."

Thus, in the alternatives provided for men and women taking the test, in the method of scoring, and in the manuals available, the SVIB consistently limits occupational choices for men and women, to the detriment of both.

Presented with the findings of our study, the American Personnel and Guidance Association accepted our resolution that the Strong test be revised, and a revision is currently underway. However, the revision is incomplete, since funds are not available to develop new norm groups for each occupation included in this inventory. Additional funds are essential to insure a satisfactory revision of this instrument, and this legislation would be an appropriate vehicle to support the endeavor. Clearly, further studies and revision of all guidance tests, materials, and occupational information is called for. Funds generated by this bill could be used to bring together test-makers and practitioners to discuss the sexual and racial bias of certain widely used standardized tests and to consider ways to remove such bias. Funding on the scale which is necessary is not currently available. As Nancy S. Cole, Director of Test Development for American College Testing, writes:

... a number of questions remain about the use of present inventories with women considering vocations not traditionally associated with women. When the results of inventories center around women's occupational scales which have necessarily been limited to traditional women's occupations, the result may be to limit consideration to the occupations presented although, in fact, the options may be much broader. (Nancy S. Cole, "On Measuring the Vocational Interests of Women," *ACT Research Report*, No. 49, March, 1972.)

WOMEN'S CENTERS

In addition to training unbiased counselors and developing unbiased counseling materials, women today need special counseling. For example, counselors

need to be more aware of what psychologist Matina Horner has called a woman's "motive to avoid success." Dr. Horner points out that:

A bright woman is caught in a double bind. In testing and other achievement-oriented situations, she worries not only about failure, but also about success. If she fails, she is not living up to her own standards of performance; if she succeeds, she is not living up to societal expectations about the female role. Men in our society do not have this kind of ambivalence, because they are not only permitted but actively encouraged to do well. (Matina S. Horner, "Women's Will to Fail," *Psychology Today*, March, 1969, pp. 36-38.)

This need for special counseling is documented by the phenomenon of women's centers which have mushroomed from one in 1960 to over 400 today. They are developing in an ad hoc fashion, and usually on a shoestring budget, on many campuses across the United States. These women's centers serve a wide variety of functions, including: academic counseling and advice for women planning to begin or to resume their education; coordination of information on educational opportunities in the center's geographical area; compiling data on courses relating to women and research on the status of women; explanation of career and job opportunities for women, particularly in areas traditionally closed to them; discussion groups concerned with problems of special interest to women; consciousness-raising in order to gain new concepts of self-worth and new self-expectations in the world of work. Clearly, such innovations—including attention to older women, continuing education, and new motivation to meet changing sex roles—require new kinds of counseling and counseling training. Women's centers themselves, offering the necessary atmosphere for supportive counseling and career encouragement, need to be funded and further developed and expanded.

The strength of this bill lies in its potential for promoting numerous strategies to ensure that opportunity for equality will be matched by motivation for equality among women of all ages and classes. Equality of women and the end of stereotyped sex roles will liberate men as much as women. The goal is to develop human beings who are free to act in ways that are appropriate to their interests and their values—not their sex.

Thank you very much for the opportunity to appear before your committee. I will be happy to answer any questions.

A FRAMEWORK FOR COUNSELING WOMEN

Many adult women have secret dreams they have harbored but never expressed, vague feelings about wanting to do something but not knowing what, frustrations about their inability to advance in their fields, and dissatisfactions with their prescribed roles. But women have been limited in their decision-making possibilities because of social limitations on their dreaming and because of the difficulties in implementing dreams that include an achievement component.

Through strategies combining counseling, guidance, and social activism, counselors can be part of a liberating force that will enable women to expand their horizons and implement their dreams.

THE DECISION-MAKING FRAMEWORK

All of us fantasize and explore the future. Some of our dreams turn into reality; others fade away. Tiedeman and O'Hara (1963) developed a decision-making paradigm in which decisions are viewed as having two major stages: anticipation and implementation. During the anticipation stage, one fantasizes, role plays, dreams; in short, explores. Such exploring and fantasizing are as common for the mature woman reentering the labor market as they are for the kindergarten girl playing house, hospital, or school. As the anticipatory stage unfolds, the individual begins to consider numerous alternatives, then stabilizes her thinking on one of the alternatives. At this point the decision crystallizes and a choice is made.

The second stage requires implementing the fantasized choice. It begins when one enters the new system; that is, enrolls in graduate school, begins a new job, sees a divorce lawyer, moves to a new town. After induction into this new system, the individual gains a sense of herself in her new role, leading to integration.

The counselor's problem becomes apparent when one looks at the decision-making process in relation to women. The anticipation stage sets the parameters of choice for women. It is no surprise to discover that women's vocational decisions are limited, as evidenced by the restricted areas in which they dream. We know that children stereotype occupations by sex (Schlossberg & Goodman, 1972b). Girls see themselves as nurses and teachers, while boys see

themselves as mechanics and doctors. If young children's horizons are restricted to certain fields, if young children see mothers as cooks, cleaners, and nurses, and fathers as workers, doers, and providers, we can certainly see why vocational decisions would be limited. Thus, the counselor's first task is to expand horizons, to open up the whole world—not just part of it.

Now to implementation. One can dream of being a chemist—yet only 10 percent of all chemists are women. One can dream of being a dentist—yet only 2 percent of all dentists are women. One can dream of being a certified public accountant—yet only 2 percent of all certified public accountants are women. One can dream of being a professional of any kind—yet only a small percentage of all professionals are women. The course is clear. The counselor's second task is to help change the context in which women live, so that as dreams expand, so will the possibility of their implementation.

SOME EXAMPLES OF INTERVENTION

The Tiedeman-O'Hara paradigm provides a framework for diagnosis as well as a framework for intervention. The counselor can immediately assess whether a person is trying to anticipate a choice or implement a choice. A woman with a vague feeling of restlessness but no goals might need help in the exploration process. A woman with two or three strong interests might need help in examining these alternatives, weighing them, specifying, and choosing. Women who know what they want but are limited in implementing their choices pose different problems.

Illustrative of the early phase of anticipation are many women who come to see counselors about graduate work. As one woman in this situation talked to a counselor, it became clear that she wanted to be home every time her elementary school children were home. She was implementing her decision to be a mother, as she defined it, and this was the salient aspect of her life. She was, however, fantasizing about different work roles for the future. The counselor clarified this for her, thereby legitimizing the exploration process. The client left relieved and with the intention to continue exploring her own identity and goals.

The Continuum Center at Oakland University reaches literally hundreds of women in the Michigan area through its Investigation into Identity program. The underlying assumption of the program is that many adult women are confused, ambivalent, and tied up and that focus on the exploratory, anticipatory part of the decision-making process is a first step toward gaining a sense of oneself. The fact that so many women have responded to this program indicates the need women have for clarification and exploration. In fact, this first step is a prelude to the next phase: implementing one's newfound identity.

Illustrative of the implementation phase is the case of a woman who graduated at the top of her class in business administration at a major university. At the time of graduation she had three-year-old twins and a five-year-old girl. She had been a part-time student with no academic problems. After graduation she searched in vain for a part-time job. After a year of looking she became despondent. She was committed and involved as a mother, yet she had identity needs beyond her role as a mother and wife. The counselor in this case helped her aggressively open up options by selling a bank on the idea of experimenting with part-time employment. The counselor further helped her frame a case so that the school of business administration would begin to assume a placement obligation to its women students.

A final example concerns a black high school senior in the anticipation stage. Because of her academic ability, her church awarded her a scholarship to enroll in college. Although her parents and teachers urged her to accept the scholarship, she felt hesitant to take it. The counselor's job was to help the girl uncover her real feelings about college, her fantasies about what she wanted to do with her life. She needed help in crystallizing and then specifying. It turned out that her resistance to college was not based on fear but on the fact that she had her own goals in mind. As a result of clarifying her feelings, she was able to become master of her own destiny. She turned down the scholarship, applied to a business school, and was awarded an Urban League scholarship. The counselor was able to help this girl by understanding the choice process and its ramifications and by not being hell-bent on pushing her to implement something that was not her choice.

THE COUNSELING ROLE: A DELICATE BALANCE

Since many women are limited in their explorations by social impositions, the counselor needs to go beyond the kind of counseling just described. Women, like

all groups whose vocational development has been arrested, need special help in stretching, in raising their aspiration level, in raising their consciousness. Consciousness raising does not mean that every woman must aspire to enter "masculine" fields or even to achieve in a career. It means simply that women should be helped to free themselves to dream. The goal is to develop human beings who are free to act in ways that are appropriate to their interests and their values—not their sex. The fact that one is born a woman should not foreordain that she will spend hours every day in the kitchen in the laundry room, and in low level, "feminine" occupations.

Consciousness raising can help women deal with their roles and needs. Many women, for instance, are fearful of achievement. Gornick (1971, p. 51) summarizes the findings of Horner, whose research has focused on the relationship of motivation to achievement.

In this age of lip service to equality and self-realization for all, parents encourage their daughters to fulfill their entire potential. . . . The encouragement, however, is essentially hollow. . . . The contradictory message that the girl gets, from society as well as from her parents, is that if she is too smart, too independent, and above all, too serious about her work, she is unfeminine and will therefore never get married. (Speculation that the full brunt of anxiety over femininity and academic success begins to fall upon a woman student about halfway through college is supported by special studies. For instance, one study revealed that the fear of success in women ranged from a low 47 per cent in a seventh grade junior high school sample to a high 88 per cent in a sample of high ability undergraduate students at a promising Eastern school.)

Counselors must work with men and women to help them achieve humanity. Why should women fear success and men fear failure? Why should men and women negatively correlate achievement and femininity? Why should career and motherhood be seen as mutually exclusive? Why should men feel that it is unmasculine to arrange birthday parties, do laundry, shop, cook, and clean? A new view of men's and women's roles—of role sharing and role blurring—seems to be the wave of the future.

The counselor who shares this view, however, must be careful not to impose it on every counselee. Counselors need to work with women and men where they are, as well as provide opportunities to move them further when they are ready. This is a delicate balance, but one that must be respected.

DEVELOPING GUIDANCE PROGRAMS

Case after case illustrates the usefulness of the decision-making paradigm in counseling. But individual counseling is not enough, and the paradigm also provides a framework for the creation of a total developmental guidance program.

Program development is probably the least articulated aspect of guidance training. It is something we all do, but mostly on an ad hoc basis. Dworkin and Walz (1971, p. 808) write:

Traditionally decisions affecting guidance programs have not been based on sound evaluation; instead guidance personnel have tended to rely on others to make decisions about programs in guidance, or to use insight, revelation, trial and error, or some other "fly by the seat of your pants" method.

Yet program development is the building of a guidance program that will affect the lives of all those in the sphere of the counselor. Perhaps 5 percent of a class of students seek out a counselor.

The effective programmer uses this 5 percent as raw data on which to build a program to reach the 95 percent who do not seek out the counselor. To be effective, the program must reach all of the counselor's constituency, have some activities geared to the exploratory or anticipatory stage of decision making, and include other activities that will give women the skills they need for implementing decisions.

An excellent example of guidance programming can be seen in the expansion of women's counseling bureaus in colleges and universities—from none to over 450 by early 1971 (Women's Bureau, U.S. Department of Labor, 1971). The instant success of these bureaus attests to the need many adult women have to explore, crystallize, and specify new choices about themselves. These needs show the importance of systematic programs for reaching large groups. The programs, although similar in their focus—adult women—differ in their emphasis. Some are designed to expand women's horizons, to help women deal with their own identity; others focus on initiating women into the educational-vocational world. The most effective programs, therefore, would be those that develop activities to facilitate both aspects of the decision-making process.

In the first published systematic appraisal of a professionally developed and administered guidance center for women (Raines, 1970), activities deemed appropriate for inclusion in all adult guidance centers included (a) counseling individuals and groups, (b) appraising each client's potentials, (c) orienting adults in the community through workshops, (d) communicating with the total community through conferences, (e) communicating with other agencies, (f) placing clients in educational and/or training opportunities, (g) getting informational feedback on up-to-date resources, (h) developing outreach programs to contact all segments of the community, (i) building evaluation procedures into programs, and (j) adequately supervising staff. We can see that programs must be multifaceted in order to help people both anticipate and implement—or, to put it another way, help people make effective decisions.

THE COUNSELOR AS CHANGE AGENT

The counselor of women cannot be content just to do career counseling. Despite the increasing number of women in the work force, the situation for women is no better today than it was a decade ago. The decreasing status of women in the labor force, the ever-widening salary gap, the continuation of women in limited female occupations—these facts have been widely documented. The situation calls for activism that goes well beyond career counseling.

The title of Westervelt's (1970) article, "From Evolution to Revolution," reflects my current stance. It becomes increasingly obvious to me how many aspects of American life discriminate against women. If one looks at textbooks that reflects boys as leaders and girls as housewives; if one looks at interest inventories like the Strong Vocational Interest Blank (svib), in which the manual states that women's primary interest is motherhood; if one studies annuity plans for university personnel that award women less retirement annuity than men—one is struck continually with the need to be vigilant in uncovering areas of discrimination and changing them. Social activism is hard work, but it is essential work if we are to make a world in which everyone can develop according to his or her proclivities, interests, and talents.

As counselors and counselor educators, what is our charge? If we see situations that hinder the development of large segments of our population, do we sit back and ignore them? Do we accept the proposition that intervention in the decision-making process improves the quality of decisions made? If we accept this proposition, we must go one step further. We cannot help individuals make fully human decisions in a context that prohibits implementation. We must therefore work with the system in changing the opportunities so that blacks and whites, men and women, old and young can develop in the vocational spheres of their lives. Women's vocational development has been arrested for complex reasons, some relating to women's own misconceptions and others to political and economic causes. Whatever the reason, I am suggesting that counselors have a pivotal role in changing or intervening in the way things are.

A forerunner of a very promising development is the role of women's advocate at the University of Michigan. The advocate is hired by students, is paid by students, and can be fired by students. The current advocate sees herself as a representative of students who want to change the academic system so that women are not continually discriminated against. The person assuming such a role is in an excellent position to bring about social change, whether the issue concerns insurance policies that use sex as the major variable in determining size of annuity; tenure being awarded to full-time workers only; or admission to a school or job being based on sex.

A pilot program in the Department of Health, Education and Welfare provides another example of social activism. A number of high level, part-time jobs were developed for economists, statisticians, and mathematicians. The success of this project indicated that many high level professional jobs can be performed on a part-time basis (Silverberg & Erde, 1970). Recently France and Sweden have passed laws enabling men and women to opt for up to 10 years of part-time work without loss of status, seniority, or fringe benefits.

Another example of activism is reflected in the attempts of a small nucleus of women to change guidance materials and instruments. Many counselors have been concerned about the use of inventories like the svib and the Kuder Preference Record. Several people mobilized to conduct research and make public the discriminatory aspects of the current svib through legal arguments, resolutions to professional associations, and pressures on the publisher (Schlossberg & Goodman, 1972a).

Many counselors might agree with an activist stance but raise questions about what they can actually do to live up to this challenge. The growth of state and university commissions on the status of women, ad hoc women's liberation groups, political action groups like the National Organization for Women, the Women's Equity Action League, and the Women's National Political Caucus provide a base from which one can work as an activist.

For those counselors who are not ready to participate in such mass-based social action programs, another alternative is available. The Department of Educational Guidance and Counseling at Wayne State University is experimenting with a conference for teachers and counselors. In addition to consciousness raising, each participant must develop a new strategy, a new set of materials, or a new program in his or her school setting. The last day of the conference will take place three months after the main part. At that time each participant, in order to receive credit, must demonstrate or describe his action strategy. Thus the kinds of activism engaged in will depend on the counselors themselves. The conference will provide a springboard and a reward system for all kinds of activist programs.

SYNTHESIS

Figure 1, based on the Tiedeman-O'Hara decision-making paradigm, juxtaposes the two major stages of decision making, anticipation and implementation, against the three major guidance role areas: counseling, programming, and activism. Each counselor or counseling staff would develop activities appropriate for the particular setting. Figure 1 is intended to stimulate counselors to think in a multifaceted way. That is, in order to help clients, counselors must (a) counsel, (b) develop programs to reach those who do not seek counseling, and (c) change society so that women can develop their potentials.

Whether we are concerned with the elementary, secondary, or college level, effective counseling and programming should take the following factors into account:

1. Any grade or age level contains some people at the anticipatory stage and some at the implementation stage.

2. The same individual can be at different stages with respect to different aspects of her life.

3. Programs must be multifaceted in order to help individuals simultaneously dream and scheme. Counselors must be flexible; they must sometimes help people clarify and sometimes help people move ahead and implement.

4. Programs must have an activist component. That is, those working with women can see that exploration takes place within a sex-split context and that implementation is often possible only when based on sex-appropriate norms. Who is in a better position than the counselor to change these norms when they do not allow for full development?

We must listen, as did Westervelt (1970, p. 13), to the cries of many women: "So far . . . a major theme has been one of regret for a potential identity which is now forever lost, of gentle mourning for a self who will never come fully to life."

FIGURE 1
COUNSELOR'S ACTIVITIES

| Stage of Decision | Counseling focus | Guidance programming | Social activism |
|---|--|--|--|
| Anticipation: Exploration: Fantasy. Context in which choice emerges. Crystallization: Patterns emerge in form of alternatives. Choice. Specification: Former doubts dissipate action. | Help client clarify, consider alternatives; help client begin to see herself in relation to the world of work. | Provide programs to reach all students in elementary, junior, senior high, college, and adult counseling center programs; utilize role models, curriculum materials, and workshops to stimulate exploration. | Dispel myths about women perpetuated through education and the media. Work to change norms so that work activities are not sex-linked. |
| Implementation: Induction: Face to face with reality. Reformation: Transition. Integration: Maintenance. | Help client implement her choice through placement, internship, and further counseling. | Provide programs at all levels. Build in opportunities for implementation, i.e., developing skill in applying for jobs, passing general educational development tests, obtaining training. | Change opportunity structure for women by, for example, using Eyde's HEW program, enforcing the Civil Rights Act, instituting grievance procedures, revising the SVIB, fighting actuarial base of annuities. |

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 PERSPECTIVES ON COUNSELING BIAS: IMPLICATIONS FOR COUNSELOR EDUCATION

We are concerned about the ease with which educators, and counselors in particular, adopt as "god-given" certain notions about appropriate behavior. For example, when counseling a fifty-five year-old widow about entering college, a black man about becoming a banker, or a single adult male about adopting a female child, the counselor's "god-given" notions about appropriate behavior can play an unconscious part in counseling. Counselors defend themselves as being conveyors of reality and not decision-makers for their clients. Yet client self-reports contain many references about the negative impact counselors have had on career development. For some counselors, dispensing discouragement rather than encouragement has been the order of the day. Many minority group members and women have been limited by inappropriate counseling and testing.

Counselor bias is here defined as an opinion, either unfavorable or favorable, which is formed without adequate reasons and is based upon what the bias holder assumes to be appropriate for the group in question. Bias is evident whenever it is assumed that someone can or cannot take a certain course of action because of her or his age, social class, sex or race. The difference between bias and prejudice is the ease with which bias can be discarded when a new reality is made evident. Bias becomes prejudice when the role ascription serves a deep-seated need of its holder. Prejudice is resistant to information which might lead to a changed belief. Some people need scapegoats, and re-education is often impossible in instances like this. Allport (1958, p. 12) states, "In most cases prejudice seems to have some 'functional significance' for the bearer." A great deal has been written about prejudice and its relationship to personality disorder; but little has been written about bias and its effects in the helping relationship.

We are assuming that counselors are like people-in-general—no better, no worse. We all share one thing: we make judgments about appropriate behaviors for different groups of people. Such prejudgments may be important in influencing the behavior of others.

Rosenthal and Jacobson's studies (1968) illustrate the degree to which attitudes about particular children's competency do, in fact, affect performance. As expectancy rises, so does performance. One person's expectations of another behavior come to act as a self-fulfilling prophecy. Thus, if a counselor assumes that: sixty-five year-olds should not enter doctoral work; forty-five year-olds should not begin to produce and raise children; twenty-five year-olds should not be college presidents; women should not be corporate executives; men should not do laundry, bed cleaning, diaper changing, or combing of little girls' hair; lower-class blacks should not live side by side with millionaires—then this will probably be reflected in the counseling interview.

Even though a large percentage of women work, and a large percentage of workers are women, their position has startlingly declined in recent years. The facts are alarming; women work at lower-level, lower-paying jobs than men. While more women are working than ever before, they are under-represented in the professional technical categories. Women also receive proportionately fewer advanced degrees than in the 1920's (Millett, 1968; Manpower Report of the President, 1967).

Complicating the picture is the fact that each sex occupies different levels on the status hierarchy and the sexes are unevenly distributed as to field of endeavor. It has been substantiated that:

American education is blighted by a sex-split in its curriculum. At present the whole field of knowledge is divided along tacit but well understood sex lines. Those subjects given the highest status in American life are "masculine"; those given the lowest are "feminine" . . . thus math, the sciences . . . business administration . . . are men's subjects . . . and the humanities are relegated . . . "suitable to women" (Millett, 1968, p. 14).

Discrimination in the world of work can be easily seen when one examines the number of women in certain high-status fields. For example, only 208 women are listed among the 6,597 members of the American Institute of Physics. One half of the women are employed as physics teachers. Of the 600,000 people classified as in engineering and related technical fields, only 6,000 are women. About 7 percent of chemists, 3 percent of all dentists, and 4 percent of the doctors are women (Cassara, 1963, p. 77).

This unbalanced occupational distribution of the sexes needs to be critically examined from the vantage point of counselors.

This paper offers no incontrovertible data, but merely tries to bring perspective to a topic which we need to acknowledge and act upon. We are educable. We can help ourselves with new perspectives. We can free ourselves from ideas which restrict our thinking and which, in turn, may restrict our client's behavior. As one counselor educator said to a class, "men may marry women who are willing to be kept barefoot, pregnant, and behind the plow; it's quite another thing for counselors to impose these views on counselees."

COUNSELOR BIAS AND SEX ROLE ASCRIPTION

Sex bias appears to be an important component of some individual's emotional makeup. Traditionally, women have been viewed as biologically inferior human beings. Because of this discrimination, women have maintained a position secondary to men in family life, education and work. Ginzberg (1971) stated,

The increasing acceptance of women as workers represents a clear challenge to guidance. The field has paid inadequate attention to women at every stage of the career process: in curriculum and course selections, in career planning, and in assisting those who seek to return to the labor force after a period of homemaking and childbearing (p. 318).

Since people-in-general hold strong beliefs about sex-appropriate behavior, we can assume that counselors also hold to these notions. Since these notions are currently being challenged as biased, counselors need to be aware of the degree to which they try to push counselees into certain directions because of their own sex biases. Gardner (1971) states,

Right now, in our excessively sexist society, it is unlikely that anyone without special training in feminism can create conditions which would encourage females to "exercise their right to select goals of the counselor." The goals of counselors trained in traditional programs can hardly be expected to do other than reflect the sexist values . . . (p. 173).

While it can be assumed that counselors "support" equality for both sexes, several works have dealt with sex stereotyping attitudes of clinicians. These works will be described in some detail to examine the generally untested notion that counselors do in fact counsel from a stereotyped framework.

In a landmark study, Broverman, *et al.*, (1970), utilizing a sex-role stereotype questionnaire, studied actively-functioning clinicians. They hypothesized that "clinical judgments about the characteristics of healthy individuals would differ as a function of sex of person judged, and furthermore, that these differences in clinical judgments would parallel stereotypic sex-role differences." They also felt that behaviors and characteristics considered to be healthy for a sex-unspecified adult will resemble behaviors judged healthy for males and differ from behaviors judged healthy for their female counterparts. The subjects were 79 clinically-trained psychologists, psychiatrists or social workers (46 males, 33

females)—all working in clinical settings. Ages ranged from 23 to 55 years, while experience covered the spectrum from internship to extensive professional work. The authors utilized the Stereotype Questionnaire composed of 122 bipolar items—each pole characterized as typically masculine or feminine. The results indicated that high agreement existed among clinicians—both male and female—about the attributes characterizing healthy adult men, healthy adult women, and healthy adults with sex unspecified.

It appears that a "double standard of health" exists among clinicians. The researchers note that:

More likely, the double standard of health for men and women stems from clinicians' acceptance of an "adjustment" notion of health, for example, health consists of a good adjustment to one's environment. In our society, men and women are systematically trained, practically from birth on, to fulfill different social roles. An adjustment notion of health, plus the existence of differential norms of male and female behavior in our society, automatically leads to a double standard of health. Thus, for a woman to be healthy, from an adjustment viewpoint, she must adjust to and accept the behavioral norms for her sex, even though these behaviors are generally less socially desirable and considered to be less healthy for the generalized competent, mature adult (p. 6).

Clinicians are significantly less likely to attribute traits which characterize healthy adults to a woman than they are to attribute these same traits to a healthy man. The clinicians appear to reflect stereotypes no different from the general population. This tends to support our earlier contention that counselors are no better or worse than other societal members in terms of sex bias. Obviously, clinicians need to examine critically their attitudes and position with respect to the adjustment notion of health.

Thomas and Stewart (1971) tried to "determine whether secondary school counselors respond more positively to female clients with traditionally feminine (conforming) goals than those with traditionally masculine (deviate) goals" . . . Information concerning the home, school, self-description, and personal values of high school girls were presented on audiotape to 64 practicing counselors and their responses were analyzed by sex and experience. The findings are as follows: "(a) Female counselors gave higher Acceptance scores to both deviate and conforming clients than did male counselors; (b) counselors, regardless of sex, rated conforming goals as more appropriate than deviate; (c) counselors, regardless of sex, rated female clients with deviate career goals to be more in need of counseling than those with conforming goals" (p. 352).

Hawley (1972) found that the feminine model held by 52 female counselors-in-training allowed a wider range of educational and career choices than the feminine model held by 45 female teachers-in-training. She suggested that counselors such as those represented in the study can help female clients become aware of a variety of life styles and career choices, without implying that any one choice is superior to any other.

Naffziger (1971) studied attitudes towards woman's roles among counselors, counselor educators and teachers of both sexes. He found that women described their ideal woman as one who is more extra-family oriented than the ideal projected by men. Although both men and women rejected the intra-family oriented ideal woman, women more strongly rejected her. Women were more accepting of working mothers. Women projected the ideal woman as being more responsible for the success of the marriage. Men suggested that career women are less attractive to men. On the other hand, men supported ideal women who would argue against authority. Naffziger found no significant differences by age (under 35, over 35) in the definitions of their ideal woman.

In another noteworthy study, Friedersdorf (1969) explored the relationship between male and female secondary school counselor attitudes toward the career planning of high school female students. The subjects were 106 counselors in Indiana schools. Twenty-seven male and 29 female counselors role-played a college-bound high school girl. The Strong Vocational Interest Blank for women a non-college-bound high school girl. The Strong Vocational Interest Blank for women was completed. The following conclusions were drawn:

1. Male and female counselors responded differently when role-playing as a college-bound high school girl versus role-playing as a non-college-bound high school girl.

2. Counselors perceived college-bound high school girls as identifying with cultural activities and skills involving verbal ability.

3. Items which reflected differences between college-bound versus non-college-bound girls were not the same for male and female counselors.

4. Both male and female counselors have at least some relatively distinctive attitudes toward which levels and types of occupations are realistic and appropriate for both college-bound and non-college-bound girls.

5. Male counselors associated college-bound girls with traditionally feminine occupations at the semi-skilled level; female counselors perceived the college-bound girl as interested in occupations requiring a college education.

6. Male counselors tended to think of women in feminine roles characterized by feminine personality traits.

7. Female counselors tended to expand the traditional image of female work roles and protected women's roles into careers presently occupied.

8. Male counselors perceived the college-bound girl as having positive attitudes toward traditionally feminine occupations regardless of the classification level of the occupations. Occupations traditionally engaged in by men were not considered by male counselors as occupations that college-bound girls would like as careers.

The implication, obviously, is that some of the counselor attitudes reflected might have great impact on the goals of the female clients as expressed in counseling sessions.

In order to test the hypothesis that counselors were biased against women entering a "masculine" occupation, Pietrofesa and Schlossberg (1970) arranged interviews between counselor trainees and a coached female counselee in the counseling practicum at an urban university. During the counseling session the counselee informed the counselor that she was a transfer student to the university, that she was entering her junior year of college and could not decide whether to enter the field of engineering, a "masculine" occupation, or enter the field of education, a "feminine" occupation.

Each interview was tape recorded. At the end of the interview, the counselor was informed that the counselee had been coached and that the sessions and tapes were to be used for a research study. Counselors were requested not to mention their interviews to other counselors. After all counselors had conducted interviews, a brief discussion was held among the counselor group concerning their feelings about the counseling sessions. No other information was given the counselors. The subjects (counselors) in the study were students in a practicum during fall and winterquarters, 1968-69. The counselor group, then, consisted of 20, i.e., 16 males and 13 females. Tapes were reviewed and tabulated as to their bias by a male graduate student in guidance and counseling, a male counselor educator experienced in supervision of the counseling practicum, and a female college professor who was a former school psychologist with a research specialty. Frequencies and percentages were calculated and chi square was then used in a variety of configurations. The final stage of the project involved a content analysis of all biased statements.

The raters designated a counselor's statement as biased or prejudicial against the female counselee when she expressed interest in the "masculine" field and the counselor rejected this interest in favor of the "feminine" vocation. Statements of rejection then included disapproval of the female counselee's desire to enter the "masculine" field—comments that implied disadvantages in entering that field, etc. A counselor's statement was considered biased for the female counselee when she expressed interest in the masculine occupation and the counselor supported or reinforced this expressed interest. Statements of positive bias toward females ranged from direct approval to statements that subtly implied advantages in entering the masculine field.

The results of this study indicated that counselor bias exists against women entering a masculine occupation. Female counselors, interestingly enough, displayed as much bias as did their male counterparts. Percentage results strongly reinforce the conclusion that counselors are biased against women entering masculine fields. Of the total bias statements, 81.3 percent are against women, whereas only 18.7 percent are biased for women. A content analysis of the 79 biased statements made by the counselors in this study reveals that most negatively biased statements emphasized the masculinity of the field; working conditions and promotional opportunity were mentioned, but with less frequency. Thus, the pressures against women working in a field stereotyped as masculine were prevalent among this group.

In order to tabulate the statements, ten categories were devised so that negative bias (NB) and positive (PB) statements could be classified as to content.

The following examples of bias statements will give the flavor of the kinds of pressure counselors imposed.

Salary—Amount of monetary return

(NB) Money isn't everything.

(PB) You could make much more money as an engineer.

Status—Perception of self in vocation

(NB) The status of a women is higher in the field of teaching.

(PB) There is more prestige in becoming an engineer.

Marriage and Family—Family attachment

(NB) Would your husband resent your being an engineer?

(NB) You would only be gone from home during school hours if you taught school.

(PB) Being an engineer would not interfere with your becoming married.

Parents—Parental support

(NB) How do your parents feel about your entering engineering instead of education?

(PB) I am glad your parents want you to become an engineer.

Educational Time—Amount of time necessary for preparation to enter the vocational field.

(NB) Engineering would take five years and elementary education would be four years . . . These are things you might want to consider.

(PB) It may take longer to become an engineer but it is well worth it.

Educational Preparation—Classes one must take to enter the field and the kinds of classes already taken

(NB) The course work in engineering would be very difficult.

(PB) Your classwork up to now shows that you would do well as an engineer.

Promotional Opportunities—Advancement in position

(NB) There might be a holding of you back because you are a woman.

(PB) Your chances of promotion would be good in engineering.

Hiring—Opportunity to enter field

(NB) They are not supposed to discriminate against women, but they still get around it.

(PB) The opportunities for a woman in engineering are good.

Working Conditions—Where, with whom, what kinds of work, and/or under what conditions work is done

(NB) Engineering . . . It is very, you know, technical, and very, I could use the term "unpeopled".

(PB) You could work at a relaxed pace as an engineer.

Masculine Occupation—Identification of occupation as masculine

(NB) You normally think of this as a man's field.

(PB) There is no such thing as a man's world anymore.

Pietrofski and Schlossberg drew the following conclusions:

1. Counselors display more bias against females entering a so-called "masculine" occupation than for females entering a so-called "feminine" occupation.

2. Female counselors display as much bias against females as their male counterparts.

3. Content analysis of bias statements indicate that major stress is placed upon the "masculinity" of the occupation.

Several other studies have looked at in-counseling behaviors of counselors and their impact on women clients. Parker (1967) noted a relationship between directive and non-directive responses of male therapists and the sex of the counselee. Therapists made significantly more non-directive responses than directive responses to female clients than to their male counterparts. Heilbrun (1970) developed this thesis one step further when he tested the hypothesis that female clients' dependency needs were frustrated by the non-directive approach of male therapists, and as a result, they left therapy prematurely. The results of the study supported this contention. The Parker and Heilbrun research involved male counselors, and yet the sex of the counselor may be a most important ingredient. Pringle (1972), in an incomplete study, analyzing the interaction effects of (1) the sex of the high school client, (2) the sex of the high school counselor, and (3) the client behavior presented in the initial stages of the counseling interview, has preliminary findings which suggest there are significant differences occurring as a function of the match between counselor sex, client sex, and client behavior.

From the studies cited, it appears that counselors do ascribe roles to men and to women, and that counselor interview behavior reflects these biases.

COUNSELING MATERIALS

When discussing counselor bias, it is essential to examine materials which are commonly used and relied upon in the counseling interview. Counselors need to evaluate critically every tool they use—whether it is description of fields in the Occupational Outlook Handbook, an interest inventory, a career brochure, or a college catalog. Does the information being presented or the test content reflect stereotyped roles for men and women? Do the materials contain biased statements which could lead a counsellee in one direction rather than another? Do the materials reflect the past rather than the future? Are the materials reinforcing outmoded views of "women's place"?

Since interest inventories play a crucial role in career counseling, stemming partly from clients' continual insistence for specific feedback and answers, we must certainly assess the inventories to determine whether they are a freeing or restricting influence. Cole (1972), in a scientific description of present interest inventories, sees them as restricting: "The use of traditional women's occupational scales may have a severely limiting effect on the careers women consider" (p. 8). Harmon (1973), in a paper delivered at the American Personnel and Guidance Association Convention, listed and discussed the major interest inventories which contained "characteristics which may contribute to sexual bias."

Despite the growing awareness among leaders in the area of tests and measurements, practitioners—both men and women—are often unaware of the sexual bias inherent in the major inventories as presently constructed. In a recent meeting, the authors asked if the trained counselors present felt that the two most widely-used inventories, The Strong Vocational Interest Blank and the Kuder, were biased. A minority felt the inventories were biased. The counselors, generally considering the inventories as unbiased, seemed amazed by the presentation of a detailed description of the bias inherent in each test.

The extent of bias has been documented for one of the best inventories available, The Strong Vocational Interest Blank, by Schlossberg and Goodman (1972b). They point out four major limitations of The Strong Vocational Interest Blanks.

First, the Strong includes thirty-three occupations for men which are not listed for women—such as psychiatrist, author, journalist, physicist; it also includes thirty-seven occupations listed for women but not available for men including elementary teacher, art teacher and medical technologist. Since four hundred members of an occupation are an appropriate norm group for a SVIB scale, and census data indicate that in most instances at least four hundred persons of the opposite sex are employed in an occupation reserved for one sex on the SVIB, no justification exists for differential norm groups of each sex.

The *second* major limitation stems from the fact that when the same person takes both forms of the SVIB, the profiles turn out differently. For example, in a pilot study of which twenty-eight men and women took both forms of the SVIB, one woman scored high (A or B+ standard score) as a dental assistant physical therapist, occupational therapist on the women's profile, and physician, psychiatrist, psychologist on the men's form. One man scored high on personnel director, rehabilitation counselor, social worker, physical therapist, and community recreation administrator on the men's form, and guidance counselor, medical technologist, engineer, dietician, occupational therapist, physical therapist, registered nurse, licensed practical nurse, radiologic technologist, and dental assistant on the women's form.

The *third* major limitation stems from the current manual and handbook which offers guidelines to counselors which, if followed, could be harmful. For example, the current manual states, "Many young women do not appear to have strong occupational interests, and they may score high only in certain 'pre-marital' occupations: elementary school teacher, office worker, stenographer-secretary." "Such a finding is disappointing to many college women, since they are likely to consider themselves career-oriented. In such cases, the selection of an area of training or an occupation should probably be based upon practical considerations—fields that can be pursued part-time, are easily resumed after periods of non-employment, are readily available in different locales."

Fourth, the use of The Strong Vocational Interest Blanks may also be attacked on legal grounds—that the SVIB deprives women of their right to the Equal Protection of the Law and that the use of the SVIB is in violation of Title VII of the Civil Rights Act of 1964 (Schlossberg and Goodman, 1972b).

This detailed analysis is merely illustrative of one instrument. However, an equally biased picture becomes apparent no matter what guidance material one examines. For example, the opening paragraph in American College Testing Program's brochure describing their Career Planning Program reads:

We all make career decisions—decisions affecting our educational and job futures. Sometimes we make these decisions by default because of what we didn't know or didn't do. Sometimes we are able to take charge, to discover our possibilities and weigh our choices. This report is designed to help YOU take charge.

However, at the bottom of the profile, there is a special note addressed to counselors:

Counselors Notes: When a student is unlike other students entering an educational program, predictions for that program should be used with caution. For example, care should be used in interpreting predictions for a student of one sex in a program in which the other sex predominates (American College Testing, 1971).

A forthcoming revision of The Strong Vocational Interest Blank is an attempt to eliminate sexual bias. Clearly, we need further studies and revision of all guidance tests, materials, and occupational information. Analysis of these materials should be in terms of bias—not just against women but against all groups.

IMPLICATIONS FOR TRAINING

Counselors, both male and female, have biases about female counselors. Counselor education programs must accept counselor bias as a fact and attempt to bring biased feelings into the open, so that counselors are able to control them, or better yet, remove them from their counseling and human encounters. Westervelt (1963) writes:

. . . counselors who express the conviction that women's primary and socially essential roles are domestic and maternal and take place in the home may be reflecting a covert need to keep them there.

Girls and women in the lower socio-economic brackets who particularly need counseling help to recognize and plan for paid employment will get little assistance from such counselors. Nor, of course, will these counselors help intellectually and educationally privileged girls to use their gifts and training to best advantage.

. . . No formal, university-sponsored, graduate-level, degree-awarding program in counselor education requires even a one-semester course in social and psychological sex differences which affect development or provides focus on sex differences in a practicum or internship in counseling. . . .

Trends toward the integration into counselor education, at basic levels, of more subject matter from social psychology, anthropology, sociology, and economics would also provide more exposure to materials on psycho-social sex differences and changing sex roles. Again, however, the effect of such exposure will depend on the student's initial sympathetic interest, since the material will be only a small part of a much larger whole (pp. 21-22).

Westervelt (1963) make references to the role, and more so, the importance of the practicum in the training of counselors:

Counselors, guidance workers, and student personnel workers . . . should have as many opportunities as possible to counsel with females—and, ideally, with females of all ages, in order that, no matter what the age level with which they eventually work, they get an opportunity to observe first hand the patterns of continuity and discontinuity in feminine development. Counseling experience should not, however, be limited to working with females; opportunity to counsel with boys and men is most important, both because it will provide insights into psycho-social sex differences and because it will provide a chance to explore useful variations in approaches to counseling the two sexes. All counselors-in-training should be helped to identify, understand and work with sex differences in their counseling practicum or internship . . . (pp. 26-28).

Before one can implement these notions spelled out by Westervelt, the first task is to convince counselor educators that they, too, probably hold biases about age, sex, social class, and color. Each person might not hold biases in all four areas, but it is unquestionably true that each one of us holds certain beliefs about what is appropriate behavior for these groups. It is difficult to face these beliefs in ourselves; once recognized, it is difficult to control them in our counseling and programming.

The second task is for counselor educators to build this into training counselors. In which classes do we discuss these notions? How do we make explicit aspects of counselor behavior about which we know so little? While cognitive dimensions of age and sex bias can be integrated throughout a counselor education program, the practicum experience might afford the best opportunity to effectively deal with the more basic feelings of counselors. It also provides a vehicle where counselors come face-to-face with girls and women of all ages.

The third task is to begin developing materials for use in training counselors. One possibility would be the development of a self-administered instrument which might yield several bias scores. A more fruitful one, however, would be the use of situational vignettes where counselors are more likely to express what they truly feel. Paper and pencil inventories seem to allow for a more superficial, simply verbalized, egalitarian point-of-view than do situational experimental tasks.

A TRAINING MODEL

We suggest and have implemented a four-pronged training model. The goal is simple—to enable counselors and teachers to participate with their constituency in an unbiased fashion. The following components are simply suggestive and obviously have to be adapted to specific settings in order to be operational.

1. Expanding the cognitive understanding of participants regarding the role of women through lectures and readings.
2. Raising the consciousness of participants regarding sexual bias through group techniques.
3. Promoting the acquisition of nonbiased helping skills among participants through audio-video taping and role playing.
4. Fostering skill development in program planning and implementation among participants through tutorial projects.

Each of these components will be briefly summarized so that the nature of training can be envisioned. This approach is based on fifty-six hours of training. We have found the most effective approach to be an intensive period of one week followed by sixteen hours of follow-up sessions during the year.

EXPANSION OF COGNITIVE UNDERSTANDING

The intellectual dimension provides a convenient initial component. The approach must be interdisciplinary in nature. For example, experts in the fields of medicine, law, education, psychology, sociology, etc., have much to contribute to an understanding of women in our world. Lectures, panels, readings, and discussion provide the beginning steps of our training model.

CONSCIOUSNESS RAISING

After intellectual awakening, and before skill acquisition, counselors need to personalize their learnings. It is not enough to know intellectually that dentistry is a female occupation in Greece and could become a reality in our culture. Counselors must begin to look at their consciousness and deal with their values, attitudes, beliefs, and biases about sex roles.

A starting point might be to read "Women Which Includes Man, Of Course" (Wells, 1970), which is a description of sex-role reversal. This becomes the basis for self-exploration in group discussion. One technique we have found effective during this stage is the inner circle—outer circle or "fishbowl technique." In a recent workshop, seven members volunteered to sit in the inner circle with two co-leaders. In addition, the inner circle contained an empty chair. Each outer circle participant observed one member of the inner circle; the focus, in this case, was a discussion of Wells' book. The observer's reactions to the inner circle participant's behaviors were to be fed back to that circle member at a later time. In addition, outer circle participants could move freely into the empty

chair when impelled to speak. After consciousness-raising experiences, including the "fishbowl" exercise, one male participant decided he could best attack sexual bias by applying for a job as a first-grade teacher in his school district.

ACQUISITION OF HELPING SKILLS

Once a cognitive and affective base has been established, attention can be directed to specific skill acquisitions. Educational experiences are incomplete unless the participants can do something more effectively than when they began. Role playing and supervised practice provide the vehicle from which specific skills can emerge.

Step one: Participants role play situations which may elicit sex-biased behaviors. The trainers develop a paragraph which describes a specific situation involving two or more people. For example, one situation might involve a mother pressuring her daughter to become a teacher, while the daughter would like to become a doctor. The mother and daughter seek the help of a counselor to resolve the conflict. The scenario is role-played through to resolution and then discussed.

Step two: Participants pair-off as "helper" and "helpee." The helpees present situations in their lives in which sex role is an issue, while the helpers attempt a facilitative intervention. For example, one male helpee might discuss his relationship to his children while his wife works, or even his feelings about his wife's working. Another helpee might discuss the pressure she feels at work or a conflict with her children. The helper responds using attending, responding and initiating skills according to the Carkhuff mode' (1972 [a], 1972 [b]). Discussion follows each exercise, starting with the feelings of the helpee, helper, the other participants, and the supervisor. Evaluations, in terms of helper effectiveness, are made immediately using the five-point Carkhuff Scale.

Step three: Counselors participate in video and audio taping of actual counseling sessions. The tapes are shared and immediately critiqued in terms of implementation and acquisition of counseling skills. Special attention is paid to situations where counselor biases might affect the counseling interaction and counselee decision making.

PROGRAM DEVELOPMENT

In addition to understanding intellectually the role of women, raising one's consciousness and developing more effective human relationship skills, counselors must foster change in their own work settings, consequently, participants are asked to release their creative potentials to foster innovative programs resulting in better situations for women.

Step One: Supervisors work with participants in outlining systematic steps of program development.

Step Two: Participants work in groups with the task of zeroing in on a specific measurable, observable program which will improve conditions for women and which can be implemented in their own work settings.

Step Three: Participants return four months later with an outline of their goals, activities and evaluation to share with their counterparts.

In summary, participant experiences then would range from reading to actual supervised practice. Training would move from the usual cognitive vehicles—i.e., reading and listening—to learning through modeling, observation and discussion. Actual participation in role playing and supervised practice would be included in the formal program. Training would be followed with continuous evaluation of field practice and program development.

Evaluation would involve (1) participant self-evaluation, and (2) program evaluation. Participant evaluation could include paper-and-pencil tests, observation of self and others, and peer and supervisor feedback. The typical pre-post testing and participant critiques would be part of the evaluation of program development. All individual evaluation of participants would be confidential. Group data would be available for research.

SUMMARY

Sexual bias, whether displayed knowingly or not, affects counselor performance. Several studies have supported this fact. Counselors reflect such bias through in-counseling behaviors and through some of the materials they use.

This article discusses the relevant research surrounding this problem and proposes a model of training to help counselors reduce sex bias.

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IMPERATIVE FOR CHANGE: COUNSELOR USE OF THE STRONG VOCATIONAL INTEREST
BLANKS

Women can and do sell insurance and real estate. They become doctors, lawyers, certified public accountants, police officers and ministers. Men have entered the field of nursing, life insurance underwriting, sales clerking, elementary teaching. Yet, if one fills out the Strong Vocational Interest Blank form designated solely for his or her sex, these occupational choices cannot be made. The use of the Strong as it is presently constructed is at best arbitrary and insensitive and at worst in violation of civil rights statutes, precedents and executive orders.

Many people today have become concerned about women's limited occupational opportunities. One specific cause of this limitation is the vocational guidance women receive at the high school and college level. In Nancy Cole's introduction to a scientific discussion of the major interest inventories, she writes:

"The application of civil rights to discrimination against women in hiring practices and in salary levels, the public attention gained by the women's liberation movement, and the increasing number of women who enter the work force each year seem to be combining to produce a large number of women with access to a greatly increasing variety of careers. Vocational interest inventories which have often been constructed primarily for use with men are commonly used to assist women in making career decisions. However, the investigation of such uses has necessarily been limited to concern with those occupations which women have entered in great numbers, traditional women's occupations. *Therefore, it is increasingly important that the appropriateness of present inventories for use with women with access to the whole range of occupations be carefully examined.*" [emphasis added, Cole, undated.]

The most commonly used interest inventory, the SVIB, limits choices for both sexes. First, the Strong includes 33 occupations for men which are not listed for women—such as psychiatrist, author-journalist, physicist; the Strong includes 37 occupations listed for women but not available for men including elementary teacher, art teacher, medical technologist. There are men and women in these unlisted occupations and norm groups could be devised for them.

Research on the SVIB indicates that 400 members of an occupation are an appropriate norm group for a SVIB scale. Campbell states, ". . . the following guideline, based on a variety of statistics and experience, appears reasonable: samples of 400 are preferable, samples of 300 are sufficient, and samples of 200 are adequate." [Campbell, 1971, p. 30.]

The following census data indicate that in most instances where we could obtain this information, at least 400 persons are employed of the opposite sex in an occupation reserved for one sex on the SVIB (see Tables I and II).

In addition to the limitation of not being scored on the same occupations as men, the women's occupations are, on the whole, of lower status and therefore of lower salary. For example, in the field of psychology, men and women receive scores on the occupations psychologist and social worker. They each are scored on one more psychology occupation. For women it is guidance counselor; for men, psychiatrist. Senior C.P.A. and accounting are men's occupations according to the SVIB; accountant alone is a woman's. Community recreation administrator and sales manager are on the men's form, recreation leader and saleswoman are on the women's.

Second, although many counselors point out that they give both men's and women's forms to their female clients, few we have chosen give both forms to their male clients. In addition, giving a client both forms does not solve the problem since it imposes an extra cost and doubles the testing time.

Furthermore, then the same person takes both forms of the SVIB, the profiles turn out differently. For example, in a pilot study by the authors in which 28 men and women took both forms of the SVIB, one woman scored high (A or B+ standard score) as a dental assistant, physical therapist, occupational therapist on the women's profile; and physician, psychiatrist, psychologist on the men's form. One man scored high on personnel director, rehabilitation counselor, social worker, physical therapist, and community recreation administrator on the men's form; and guidance counselor, medical technologist, engineer, dietician, occupational therapist, physical therapist, registered nurse, licensed practical nurse, radiologic technologist and dental assistant on the women's form.

Men employed in occupations listed only on the women's form of the SVIB

| Occupations not listed for men on the SVIB: | Number of men employed in each occupation |
|---|---|
| 1. Airline stewardess..... | 1, 500 |
| 2. Army, enlisted..... | 1, 326, 326 |
| 3. Art teacher ¹ | 65, 859 |
| 4. Beautician..... | 47, 500 |
| 5. Buyer..... | (2) |
| 6. Dental assistant..... | (2) |
| 7. Dietitian..... | 3, 000 |
| 8. Director—Christian Ed..... | (2) |
| 9. Elementary teacher..... | 143, 163 |
| 10. English teacher..... | 44, 137 |
| 11. Entertainer..... | 8, 559 |
| 12. Executive housekeeper..... | (2) |
| 13. Guidance counselor..... | 15, 000 |
| 14. Home economics teacher..... | (2) |
| 15. Instrument assembly..... | (2) |
| 16. Interior decorator..... | (2) |
| 17. Language teacher..... | 16, 629 |
| 18. Licensed practical nurse..... | 3, 859 |
| 19. Life insurance underwriter ² | 329, 270 |
| 20. Medical technologist..... | 6, 000 |
| 21. Model..... | (2) |
| 22. Navy, enlisted..... | 680, 483 |
| 23. Navy officer..... | 86, 525 |
| 24. Newswomen ³ | 63, 270 |
| 25. Nun-teacher..... | (2) |
| 26. Occupational therapist..... | 700 |
| 27. Physical education teacher..... | (2) |
| 28. Public health nurse..... | 4, 000 |
| 29. Radiologic technologist..... | 25, 000 |
| 30. Recreation leader..... | 27, 000 |
| 31. Registered nurse..... | 66, 000 |
| 32. Saleswoman..... | 1, 120, 000 |
| 33. Secretary..... | 100, 000 |
| 34. Sewing machine opera..... | (2) |
| 35. Speech pathologist ⁴ | 4, 500 |
| 36. Telephone operator..... | 15, 119 |
| 37. Translator..... | (2) |

¹ Includes artists.

² Not available.

³ Includes agents and brokers.

⁴ Includes editors.

⁵ Included audiologists.

The dramatically different profiles result from two areas of discrimination. The first is the different occupations listed for each sex. The second is the different scoring requirements for an occupation even when listed on both forms. In the pilot study referred to above, nine women scored high on the occupation physician on the men's form, and only four on the women's form. Had the women, as is usual, taken only the women's form, five of them would not have had the opportunity to consider medicine as a career through the use of the SVIB. In this same pilot study, nine women scored high on the occupation psychiatrist and ten on the occupation of advertising, neither of which is available on the women's form. Of the ten men taking the women's form, seven scored high on the occupation guidance counselor, six on recreation leader, and five on speech pathologist, none of which are available on the men's form.

Thirdly, in addition to the inequities mentioned, both the current manual and handbook offer guidelines to counselors which, if followed, could be harmful. For example, the current manual states,

"Many young women do not appear to have strong occupational interests, and they may score high only in certain 'premarital' occupations; elementary school teacher, office worker, stenographer, secretary. Such a finding is disappointing to many college women, since they are likely to consider themselves career-oriented. In such cases, the selection of an area of training or an occupation should probably be based on practical considerations—fields that can be pursued

part-time, are easily resumed after periods of non-employment, and are readily available in different locales."

The *Handbook*, the most recent publication on the SVIB states,

There is nothing in these data to suggest that the relationship between women's interests and occupational characteristics is any different from that found among men. Yet, occupational planning for young women will necessarily be different from that done by young men because of their different roles. How to integrate these matters of interests into the realities of a young wife and mother's life is not well understood but, as the strategies of planning must be supplemented somehow, these scales should provide some systematic data to help direct the feminine decision. [Campbell, 1971, pp. 191, 193.]

Thus, it can be seen that in the alternatives provided for men and women taking the test, in the method of scoring and in the manuals available to counselors, the SVIB consistently limits occupational choices for men and women to the detriment of both.

Women employed in occupations listed only on the men's form of the SVIB

| Occupations not listed for women on the SVIB : | Number of women employed in each occupation |
|--|---|
| 1. Advertising man | ¹ 4,682 |
| 2. Air Force officer | ² 4,858 |
| 3. Architect | ¹ 765 |
| 4. Author-journalist | ¹ 44,510 |
| 5. Biologist | ¹ 3,720 |
| 6. Carpenter | ¹ 2,640 |
| 7. Chamber of Commerce executive | (³) |
| 8. Community recreation administrator | (³) |
| 9. CPA owner | (³) |
| 10. Credit manager | (³) |
| 11. Farmer | ¹ 711 |
| 12. Forest service man ⁴ | ¹ 778 |
| 13. Funeral director ⁵ | ¹ 2,207 |
| 14. Life insurance sales ⁷ | ¹ 35,287 |
| 15. Minister | ¹ 4,093 |
| 16. Office worker | (³) |
| 17. Osteopath | ¹ 474 |
| 18. Personnel director | ² 27,500 |
| 19. Pharmacist | ¹ 7,129 |
| 20. Physicist | ² 1,354 |
| 21. Policeman | ¹ 6,200 |
| 22. President manufacturing | ¹ 20,887 |
| 23. Printer | ¹ 3,131 |
| 24. Production | (³) |
| 25. Psychiatrist | (³) |
| 26. Public administrator | ¹ 28,007 |
| 27. Purchasing agent | ² 14,000 |
| 28. Real estate sales | ² 56,250 |
| 29. Rehabilitation counselor | ² 2,400 |
| 30. Sales manager | (³) |
| 31. School superintendent | (³) |
| 32. Senior CPA | ² 2,000 |
| 33. Veterinarian | ¹ 306 |

¹ United States Bureau of the Census. United States Census of Population: 1960, Vol. 1. Characteristics of the Population. Printing Office, Washington, D.C., 1964.

² Executive Office of the President. Bureau of the Budget: The Budget of the United States Government, cited in United States Bureau of the Census. Statistical Abstract of the United States: 1970 (91st edition). Washington, D.C., 1970.

³ Not available.

⁴ Only farm managers are included to exclude those women who are listed as farmers solely because of their status as farmers' wives.

⁵ Includes conservationists.

⁶ Includes embalmers.

⁷ Includes agents and underwriters.

⁸ Occupational Outlook Handbook, 1970-71 edition, United States Department of Labor, Washington, D.C.

WHAT CAN THE PRACTICING COUNSELOR DO?

The SVIB is being revised. But until such time as that revision is completed and eliminates the inventory's discrimination, we have four suggestions for the practicing counselor:

(1) Always give both the men's and women's forms to all clients. Although this still allows a man to compare himself only to women in 37 occupations and women to compare themselves only to men in 33 occupations, we feel this is better than ignoring the 70 occupations available if only one form is taken;

(2) Scores should be used as locators of interest areas. The counselor can use scores on the SVIB as a starting point for occupational brainstorming with a client; that is, as a basis for extrapolation to related occupations. The SVIB answer sheet provides a convenient format for doing this, since the occupational scores are arranged by a combination of statistical and logical analyses into groups of related occupations. For example, a woman receiving high scores on chemist and physician should receive a list of additional occupations which are grouped with physician or chemist on both forms, i.e., group VI on the women's form and groups I and II on the men's. The additional occupations for this particular woman would include dentist, osteopath, veterinarian, psychiatrist, psychologist, biologist, architect, mathematician, physicist, engineer, medical technologist, computer programmer, math-science teacher and engineer.

A man receiving high scores on physical therapist and engineer should receive a list of additional occupations which are grouped with physical therapist or engineer on either form, i.e., group II on the men's form and groups VI and X on the women's form. The occupational list for this man would include architect, mathematician, physicist, chemist and engineer (group II, men's form); physician, dentist, medical technologist, computer programmer and math-science teacher (group VI, women's form); physical education teacher, occupational therapist, physical therapist, public health nurse, registered nurse, licensed practical nurse, radiologic technologist and dental assistant (group X, women's form).

To summarize, the client's A and B+ scores on both the men's and women's forms provide the basis for developing a wide range of occupational possibilities for the client. The counselor can take each of the A and B+ scores and then examine the group of related occupations into which each score falls. The total list of occupations given to the client then contains all original scores and all occupations categorized with the original scores.

Those clients taking only one form of the SVIB will, of course, have fewer options to consider. However, the creative counselor can still extrapolate by examining all the related occupations on the form taken and then locating these occupations on the other form to see if new alternatives present themselves. For example, a woman taking only the women's form and receiving a high score on recreational leader should also consider the occupation community recreation administrator, found on the men's form. She should also consider all of the occupations grouped with it, as well as those grouped with recreational leader on the women's form. A man taking only the men's form and receiving a high score on rehabilitation counselor should also consider the occupation occupational therapist, found only on the women's form, and all of the occupations grouped with it, as well as those grouped with rehabilitation counselor on the men's form.

This principle, i.e., looking at similar occupations on the two forms, should also be applied to those people taking both forms. Research have shown that people do not always receive high scores on related occupations on the two forms, probably because of the different composition of the norm groups.

(3) Write to the publishers of the SVIB, Stanford University Press, Palo Alto, California, supporting the current changes in the inventory. We urge the publishers to fund the development of new norm groups for all the occupations not listed on both forms. For example, there are 66,000 registered male nurses, yet the only norm group of registered nurses consists of women on the women's form. There are 2,000 women senior C.P.A.'s, yet the only norm group of C.P.A.'s consists of men on the men's form.

WHERE WE STAND

The authors introduced a resolution to the American Personnel and Guidance Association Senate, calling for the formation of a Commission which would insure that the revision currently underway proceed with appropriate speed and eliminate the inequities of the Strong. The resolution, referred to the Asso-

clation for Measurement and Evaluation in Guidance (AMEG), has been passed. We hope that this Commission will be appointed soon and will help to insure that the SVIR remain the best vocational interest instrument there is and become one which counselors can use to help all their clients formulate vocational decisions.

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ON MEASURING THE VOCATIONAL INTERESTS OF WOMEN

(By Nancy S. Cole)

The application of civil rights laws to discrimination against women in hiring practices and in salary levels, the public attention gained by the women's liberation movement, and the increasing number of women who enter the work force each year seem to be combining to produce a large number of women with access to a greatly increasing variety of careers. Vocational interest inventories which have often been constructed primarily for use with men are commonly used to assist women in making career decisions. However, the investigation of such uses has necessarily been limited to concern with those occupations which women have entered in great numbers, traditional women's occupations. Therefore, it is increasingly important that the appropriateness of present inventories for use with women with access to the whole range of occupations be carefully examined.

Much research has suggested that present inventories yield several types of meaningful information about women's vocational interests. A number of studies have reported similar types of differences between career-oriented and home-oriented women (Astin, 1968; Gysbers, Johnston, & Gust, 1968; Harmon, 1970; Hoyt & Kennedy, 1958; Rand, 1968; Schissel, 1968; Surette, 1967; Wagman, 1966; and others). Astin (1968) and Harmon (1970) have studied the development of vocational interests in women using standard inventories, and Harmon (1969) examined the long-term stability of interest measures for women. Many occupational scales for women have been successfully validated (e.g., Campbell & Soliman, 1968; Darley & Hagenah, 1955; Harmon & Campbell, 1968; Strong, 1943). Thus, several types of useful information about women's vocational interests are provided by present inventories.

However, a number of questions remain about the use of present inventories with women considering vocations not traditionally associated with women. When the results of inventories center around women's occupational scales which have necessarily been limited to traditional women's occupations, the result may be to limit consideration to the occupations presented although, in fact, the options may be much broader. If there are similarities in the patterns and interrelationships of women's interests to those found for men, it may be possible to make inferences from data for women to the entire range of men's occupations, thus eliminating the limiting effect of using only the traditional women's vocations. It is the purpose of this paper to consider this possibility by examining the structure of women's interests, in terms of inventory scales and occupational groups, to compare this structure with that found for men, and finally to suggest what inferences, if any, can be made from women's interests to the entire career spectrum.

STUDY 1: THE STRUCTURE OF WOMEN'S INTERESTS

In a recent paper, Cole and Hanson (1971) examined the structure of vocational interests of men in several interest inventories. Their results indicated a common structure (or pattern of interrelationships) of interests across all the inventories considered. The common structure followed the two-dimensional circular arrangement of scales proposed by Roe (1956) and Holland, Whitney, Cole, and Richards (1969). In Holland's terms the circular arrangement is from Realistic to Intellectual to Artistic to Social to Enterprising to Conventional and back to Realistic.

Cole and Hanson (1971) suggested that knowledge of such a circular arrangement could assist in the interpretation of the inventories, particularly with occupations for which no specific scales exist. In the case of women, interpretation in the absence of particular occupational scales could be especially useful in this time of vocational transition. Therefore, the purpose of Study 1 was to examine the structure of women's interests in the Strong Vocational Interest Blank, the Kuder Occupational Interest Survey, Holland's Vocational Preference Inventory, and the ACT Vocational Interest Profile to discover if a common structure existed and, if so, to explore how it compared with that found for men.

Method

The Analysis of spatial configuration. Following Cole and Hanson (1971), an analysis of spatial configuration (Cole & Cole, 1970) was used to examine the relationship of scales for women in the four inventories, the Strong, the Kuder, Holland's inventory, and the ACT instrument. The analysis gave (1) the degree to which the variation on the scales can be accounted for by a two-dimensional configuration of the scales, and (2) the particular configuration of the interest scales when plotted on a two-dimensional surface.

Data. Separate correlation matrices of the scales in each of the interest inventories were submitted to the analysis described. The intercorrelations of 27 Strong occupational scales for 300 women were given in Strong (1959), and those for 19 Strong basic scales for women were taken from Campbell (1971, p. 168). The *Kuder Occupational Interest Survey Manual* (Kuder, 1968, pp. 56-57) gave intercorrelations of 21 core scales for 280 women. The intercorrelations of the 6 Holland scales for 2,433 women were reported in the *ACT Guidance Profile Manual* (The American College Testing Program, 1968, p. 29), and those for the 8 scales of the ACT inventory for 655 women were given in the *Handbook for the ACT Career Planning Program* (The American College Testing Program, 1972).

The Kuder inventory posed a special problem as the 21 core scales on which data were reported for women included 14 scales constructed on men but scored for women along with 7 scales constructed on women. In addition, of the 14 men's scales, 9 were occupational groups and 5 groups of educational majors while 2 of the 7 women's scales were also educational majors. Also, the 7 women's scales were traditional women's occupational areas primarily of the social type which would be expected to give only a small segment of the Holland circle. Because of this unusual mix of scales and because comparisons across scales derived on different sex groups is not recommended on the Kuder, only the 9 male-constructed occupational scales were analyzed. This group of scales seemed most likely to show any whole circle configuration which might exist.

Results

Goodness of fit of the two dimensions. The goodness of fit of a planar surface to the points representing scales of an inventory was measured by the percentage of the trace given by the first two dimensions in the analysis of spatial configuration. The percentage of the trace may be interpreted as the proportion of the variance of the scale points accounted for by two dimensions.

Table 1 gives the results for the fit of the plane for each of the five analyses. The results were comparable to those found with men by Cole and Hanson (1971) in each case. Four of the five analyses indicated a good fit of the scale configuration to the plane—with percentages of the trace near 60%. The Strong basic scales gave much poorer fit (as occurred with men) as was expected since the scales were constructed to be as independent as possible.

TABLE 1.—GOODNESS OF FIT OF THE PLANES

| Inventory | Number of scales | Percentage trace |
|---------------------------------|------------------|------------------|
| Strong occupational scales..... | 27 | 59.0 |
| Strong basic scales..... | 19 | 34.3 |
| Kuder occupational scales..... | 9 | 61.7 |
| Holland's VPI scales..... | 6 | 59.7 |
| ACT VIP scales..... | 8 | 59.5 |

The planar configurations. The scale points were projected onto the best-fitting planar surface for each of the inventories, and the configurations were oriented in the same general way for visual comparisons. Figure 1 gives the configuration of Holland's six scales. The configuration corresponded to that reported by Holland et al. (1969) and Edwards and Whitney (1971) and showed the circular ordering from Realistic to Intellectual to Artistic to Social to Enterprising to Conventional.

The configurations of the 27 Strong occupational scales, the 19 Strong basic scales, the 9 Kuder scales, and the 8 ACT scales are given in Figures 2, 3, 4, and 5, respectively. In each case the configurations tended to follow the Holland ordering and were, in addition, similar to the comparable configurations for men reported in Cole and Hanson (1971). For example, of the Strong occupational scales in Figure 2, math-science teacher, dentist, physician, psychologist, author, life insurance salesman, and office worker were located in very similar positions to the corresponding scales for men (Cole & Hanson, 197, p. 48), and in both cases the scales conformed to the Holland circular ordering. For each inventory examined, the Realistic-Intellectual scales tended to be found in the upper left quadrant, the Artistic scales to the upper right, and the Social-Enterprising-Conventional scales from right to left in the lower half of the configuration.

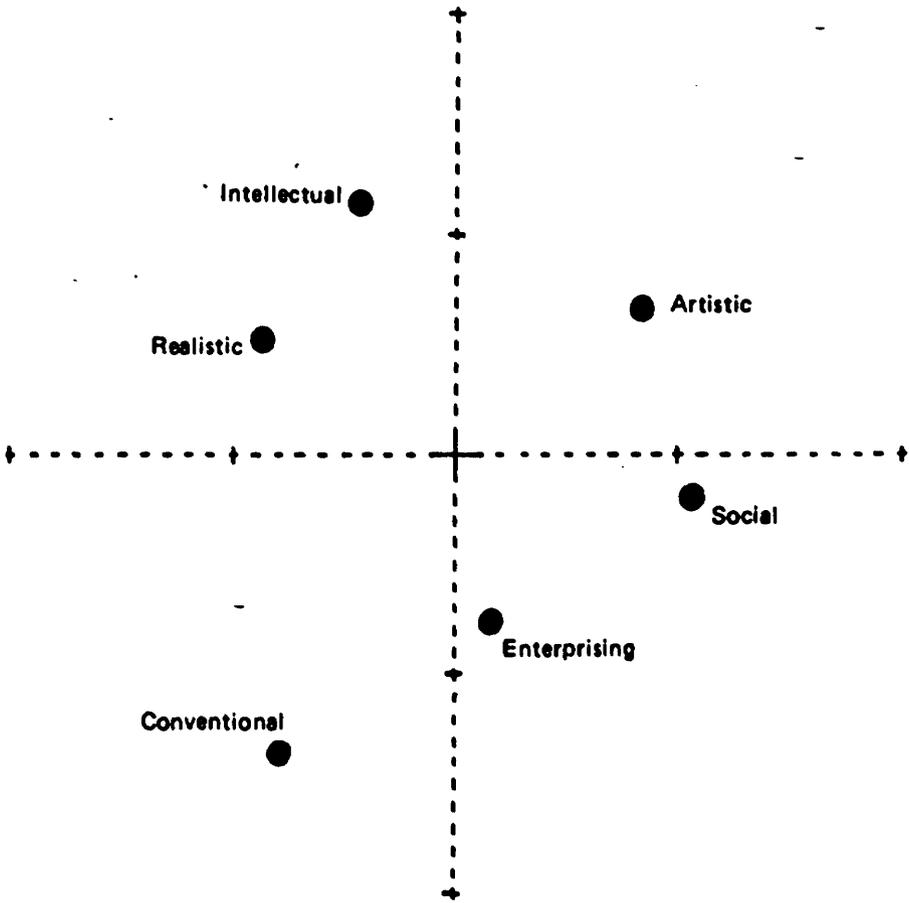


FIGURE 1.—Spatial configuration for women of Holland's six Vocational Preference Inventory scales.

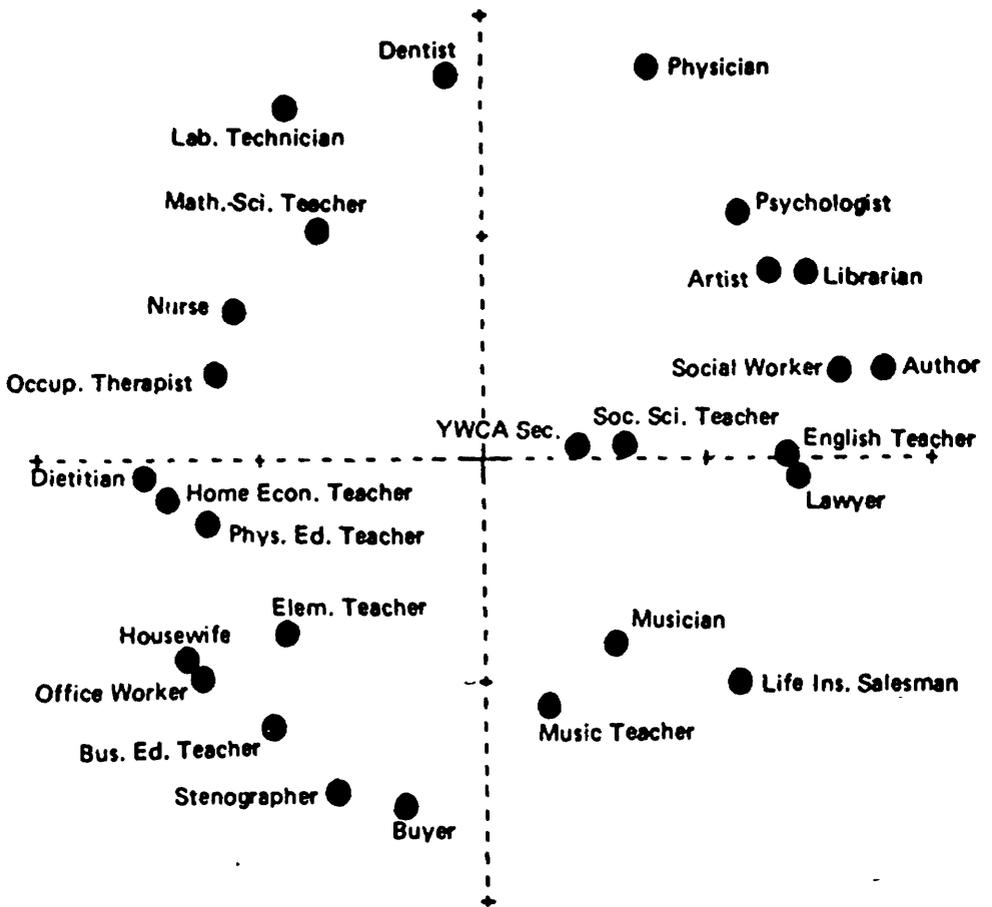


FIGURE 2.—Spatial configuration for women of 27 Strong Vocational Interest Blank occupational scales.

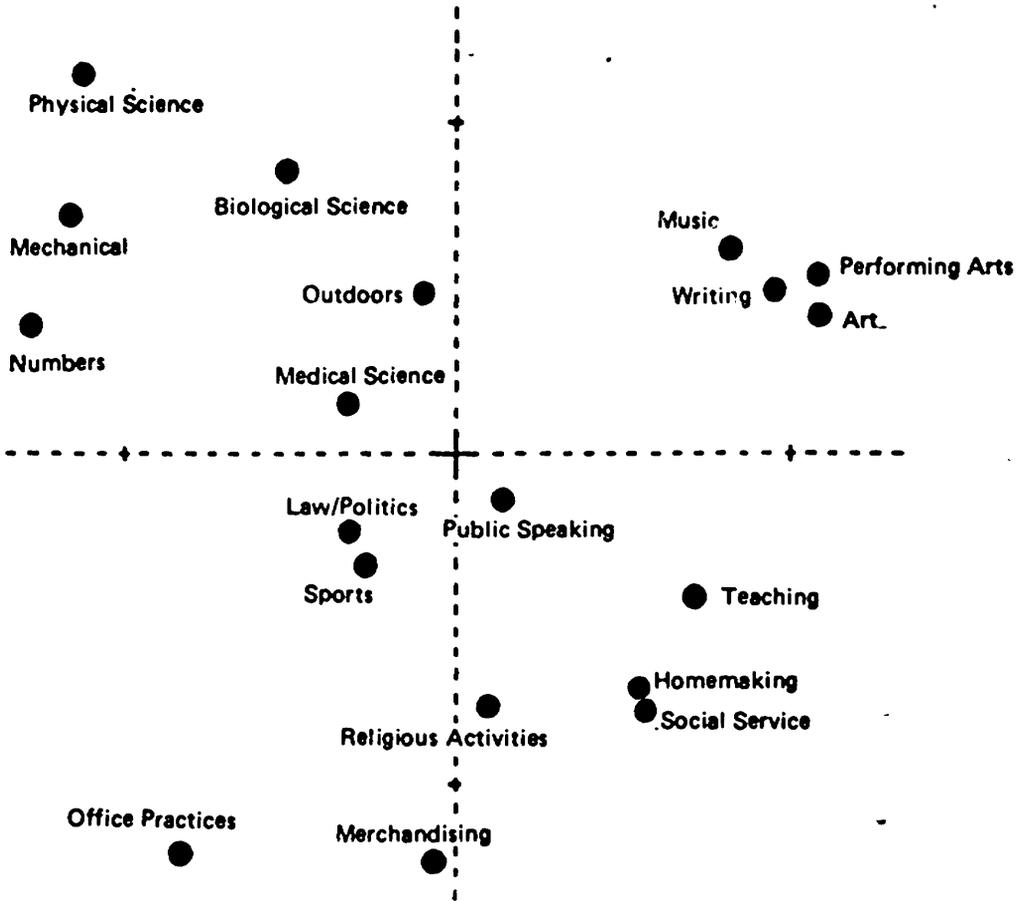


FIGURE 3.—Spatial configuration for women of 19 Strong Vocational Interest Blank Basic scales.

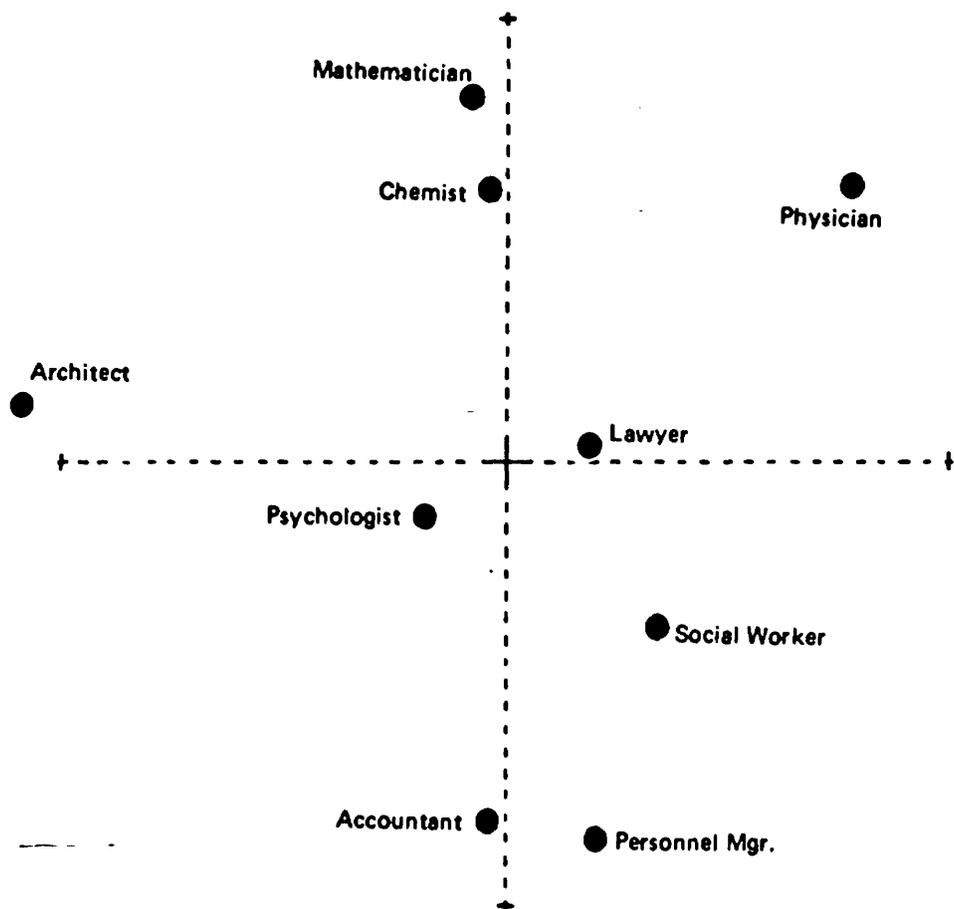


FIGURE 4.—Spatial configuration for women of 9 Kuder Occupational Interest Survey scales.

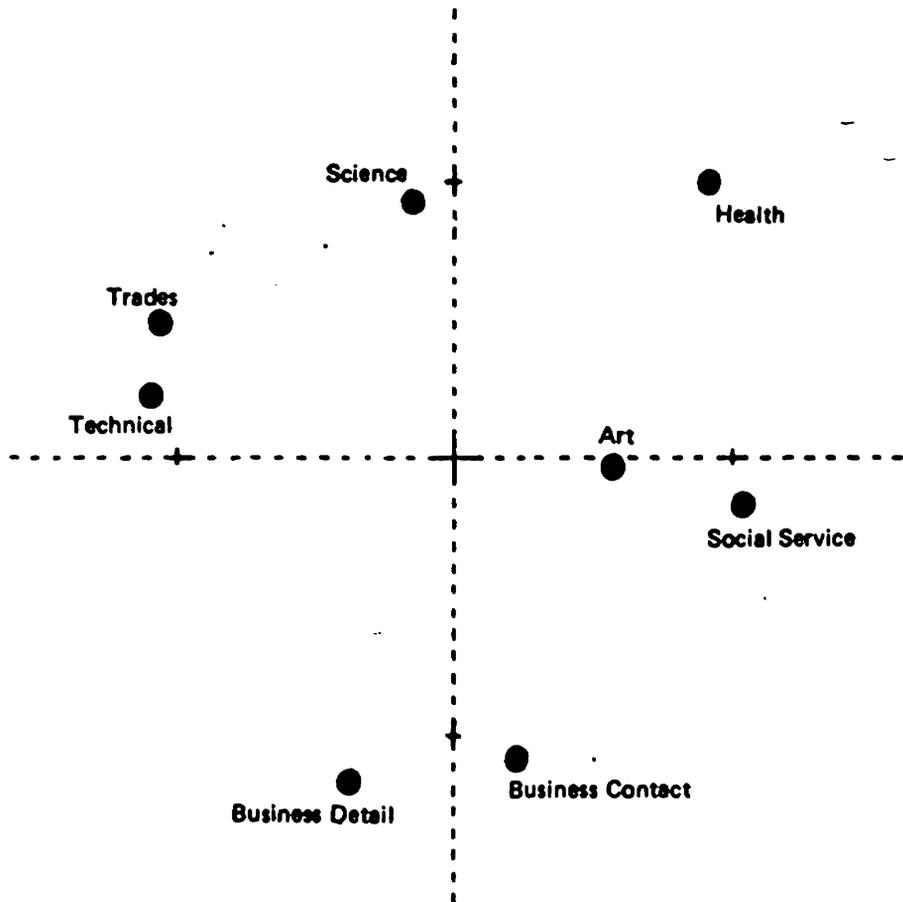


FIGURE 5.—Spatial configuration for women of 8 ACT Vocational Interest Profile scales.

Discussion

In this study we have found that women's interests can be represented in a two-dimensional configuration and that the configurations generally conform to those reported by Cole and Hanson (1971) for men. The existence of a structure in the interests of women similar to that found for men could be valuable in interpreting women's interests, especially in cases where specific scales for women in careers dominated by men are unavailable.

In the next study we examined interest inventory scores of women selecting particular vocations to get further information about the pervasiveness of the Holland configuration in the vocational interests of women.

STUDY 2: OCCUPATIONAL CONFIGURATIONS

Additional information about the interest patterns of women in a variety of occupations can be obtained by constructing occupational configurations. Cole, Whitney, and Holland (1971) used the analysis of spatial configuration to construct a configuration of occupations for men based on Holland's VPI. The results both confirmed and supplemented the analyses of Cole and Hanson (1971). In this study we constructed two occupational configurations for women, one based on Holland's VPI and one based on the ACT VIP, in order to compare the occupational configurations with the inventory scale configurations and to gain additional information about occupational groups for which no scales are available.

Method

Data. The data for one of the occupational configurations were scores on the six scales of Holland's VPI and expressed vocational choice of 6,143 female college freshmen in a sample described by Abe, Holland, Lutz, and Richards (1965). Expressed vocational choice was obtained by asking the students to select from a list of over 70 occupations "the occupation you plan to enter." Mean VPI scores were computed for all students selecting each of 22 occupations with adequate frequency of selection and expected diversity in the configuration.

For the second occupational configuration, the data were scores on the eight scales of the ACT VIP and expressed vocational choice for women entering 2-year colleges. The students selected their vocational choices from a list of over 150 occupations. Mean ACT VIP scores were computed for students selecting each of 13 occupations.

Analysis. Cole and Cole (1970) described a procedure for projecting group means onto the space of the variables produced from the analysis of spatial configuration described in Study 1. The analysis yields a projection matrix with which the occupational group means can be plotted on the same surface as the scale configuration. The result is then a configuration of occupational groups. This procedure was used by Cole et al. (1971) to obtain an occupational configuration for men based on scores on Holland's VPI. In this study the analysis was applied to data for women from Holland's inventory and from the ACT VIP to obtain two occupational configurations for women.

Results

Figure 6 gives the occupational map for 22 women's vocational choice groups based on Holland's VPI. The map in Figure 6 can be superimposed on that of the Holland scales in Figure 1 to relate the inventory scales and the occupational groups. The configuration in Figure 6 was clearly compatible with the scale configuration in Figure 1—that is, social-type occupations such as social worker, elementary school teacher, history teacher, and counselor fell in the same area as the Social scale. In addition, the configuration of occupations was quite similar to that found for men by Cole et al. (1971).

In Figure 7 the configuration is given for 13 occupational choice groups based on the ACT VIP scores of a sample of women entering 2-year colleges. No scientific occupations were available on this group and therefore the upper left quadrant is vacant. However, even on this different sample of women, the occupations again conformed to the scale configuration in Figure 4 and to the general Holland circular ordering.

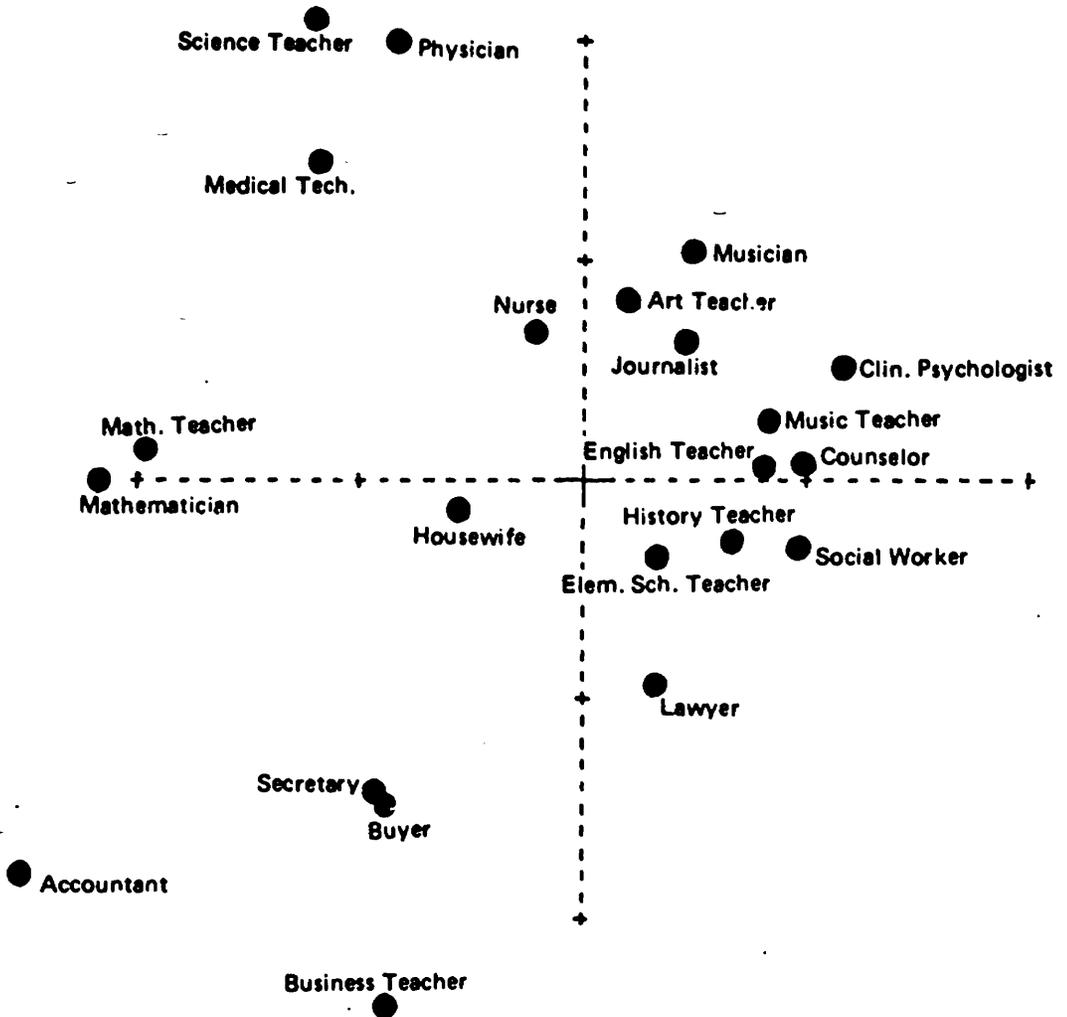


FIGURE 6.—Spatial configuration of occupations based on women's responses to Holland's Vocational Preference Inventory. The number in each occupational group is given below.

Accountant—174
 Art Teacher—93
 Business Teacher—89
 Buyer—55
 Clin. Psychologist—48
 Counselor—76
 Elem. Sch. Teacher—1497
 English Teacher—306
 History Teacher—154
 Housewife—122
 Journalist—57

Lawyer—32
 Mathematician—54
 Math. Teacher—144
 Medical Tech.—111
 Musician—43
 Music Teacher—74
 Nurse—301
 Physician—79
 Science Teacher—45
 Secretary—267
 Social Worker—140

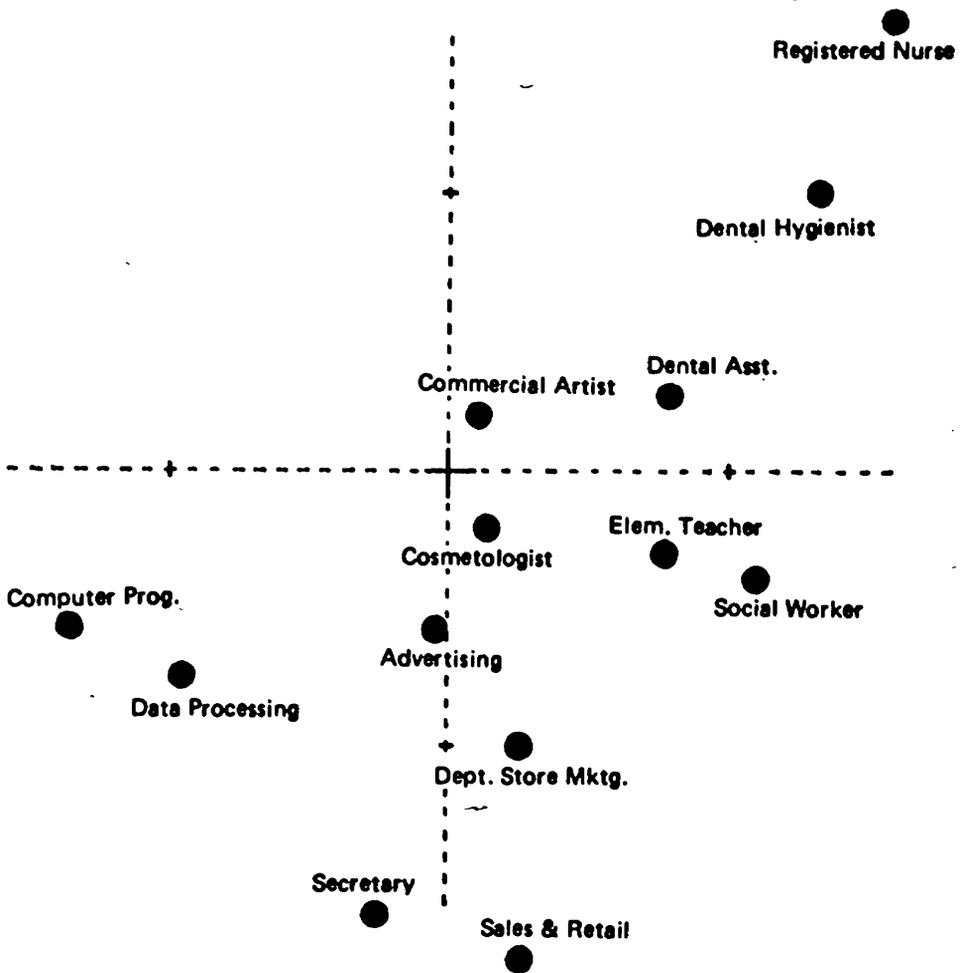


FIGURE 7.—Spatial configuration of occupations based on women's responses to the ACT Vocational Interest Profile. The number in each occupational group is given below.

Advertising-20
 Commercial Artist-38
 Computer Prog.-178
 Cosmetologist-158
 Data Processing-231
 Dental Assistant-313
 Dental Hygienist-129

Dept. Store Mktg.-22
 Elem. Teacher-80
 Registered Nurse-843
 Sales & Retail-70
 Secretary-988
 Social Worker-58

Discussion

The similarities of the occupational configurations based on two samples of women (one sample of 4-year college students and another of 2-year college students) and two different inventories lend further support for the pervasiveness of the Holland circular ordering in the vocational interests of women.

IMPLICATIONS AND CONCLUSIONS

The primary concern of this paper has been how interest inventories can be used with women in order to provide useful information about the full range of careers currently being opened to them. As was noted earlier, the use of traditional women's occupational scales may have a severely limiting effect on the

careers women consider. Yet at this time of transition, the only data available are those on traditional women's occupations. In this section we examine the implications of the studies presented here for a different kind of use of present interest inventories with women with newly increased career options.

The two studies in this paper indicated that when women's interests were compared with those of other women, the resulting structure of interests was essentially the same as that found for men. In addition, when there were occupations which both men and women pursue, these occupations tended to fit in similar positions within the structure for both men and women. These results suggested that by locating a women's interests within the observed circular structure, one could indicate similarities not only with the locations of women's occupations but also with men's occupations at a corresponding location in the structure for men.

The Holland VPI and the ACT VIP are well suited to this approach since they contain scales which refer to areas of the circular structure and are identical for men and women. Thus, on these two inventories one need only identify the scales on which a woman's scores are relatively high when compared with scores of other women and refer here to both the men's and women's occupations which relate to those scales.

The same type of information is also available in the Strong and the Kuder, although in a less direct way. For these two inventories, the present scales should be used *only* to locate a woman's interests on the circular structure or in the primary categories of the structure. Then lists of both men's and women's occupations which relate to that location should be provided. On the Strong, either the women's occupational scales, the women's basic scales, or the more ideally suited new Strong-Holland scales could be used at the initial step. The women's occupational scales on the Kuder are so limited that the male-derived scales are probably better-suited for the purpose of locating women's interests on the circular structure.

There are two additional implications which should be mentioned. First, the procedures suggested here are different from the tradition of empirical group comparison common to both the Strong and the Kuder (although not inconsistent with the more recent work on the more general Strong basic scales). We argue not necessarily against the empirical approach but just that the lack of available data should not be used to limit women's career options, especially when a viable alternative exists. A second point deserving notice is that the results of the studies presented here do not imply that women's and men's interests do not differ. In fact, evidence is abundant that there are distinct differences presently in this society. The results imply instead that the interrelationships of interests do not differ and, for example, that a woman whose interests are relatively more scientific than those of other women may look more like a scientist in her interest pattern even though she may still have the high social interests of most women.

In summary, while present interest inventories sometimes include traditional women's occupational scales which could limit women's career options, the present inventories show a common structure of women's interests which parallels that found for men. By using this structure, women may be given information about how their interests relate to the full spectrum of occupations, including those associated traditionally with either men or women.

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**STATEMENT OF DR. NANCY K. SCHLOSSBERG, OFFICE OF WOMEN
IN HIGHER EDUCATION, AMERICAN COUNCIL ON EDUCATION,
WASHINGTON, D.C.**

Dr. SCHLOSSBERG. I am delighted to be here and because I have not met Mrs. Chisholm, Mrs. Mink or you, Mr. Hawkins, I would like to identify myself so that the questions you may, as will, relate to my field of expertise.

I have just been the director of the new office of women in higher education for 3 weeks. Before that I was a counselor educator at Wayne State University. I think that is relevant to some of the points that have come up.

In addition, at Wayne State University, where I was an associate professor, I was the Chairperson on the Commission of the Status of Women and then I was the elected Chairperson of the college of education faculty.

So, I have been very involved in the subjects of education as well as counselor training.

Rather than repeat many fine points that have been made, let me focus on some things that were not covered.

One thing that was continually discussed at Wayne State by the president and the commission was why was the commission also fighting for special money for women. I am sure this question will be raised in regard to this bill.

My answer to this stems from a lot of the research I know about and have done in various subgroups in university campuses. I hypothesize that any group which either numerically or by image is seen as different from the majority needs special visibility.

For example, I did a study of all of the adult men 35 and over who were undergraduates at Wayne University. This subgroup felt a strong need for a place of their own. They felt discriminated against. They felt downtrodden. They felt idiotic in many of the classes. I mention men because we have only been talking about women.

But this bill will help all people, men as well as women.

At Wayne State we did one of the few studies of commuter students. The residential students at Wayne State felt a need for a special place. The commuters at a residential campus need special visibility. The list could go on, blacks in white universities, whites in black universities.

I contend that special services are not necessarily forever but are definitely needed as a vehicle to enable the group in question to emerge with self-confidence and equality. The aloneness that the men in my study experienced, the fear of trying out untraditional routes that women are continually counseled to express and the anger that individuals feel in fighting and usually losing with the bureaucracy are testimony to the need for special attention.

The issue before us is: How could funds generated by this bill be used to improve educational opportunities for women? My remarks will be addressed to an important area of concern which is my own field of specialization, that of vocational counseling.

In the past month, I have had a 55-year-old widow discouraged from entering dental school calling me frankly, an undergraduate woman who called me because she was discouraged from majoring in engineering, a high school girl from taking advanced classes in science and math. Counselor bias is certainly not limited to women; men wishing to enter a feminine profession like nursing would undoubtedly be discouraged by many counselors. Likewise, minority group members have long been counseled to be realistic about their place in the world of work.

A woman who wanted to get into social work was called and told, "We can't accept you because your husband lives too far away, because if you come here it might disrupt your family life."

I hear all the time of instances of counselor bias. My dream in life is to hear somebody say to me, "Nancy, a counselor helped me," but I never heard that. Well, anyway, I still have a few years to live.

Now, I am very, very concerned about counselor bias. I am concerned that counselor bias limits opportunities for blacks, for men, for women, for members of lower social classes, in other words, counselor bias damages everyone.

Now my colleague John Pietrofesa at Wayne State University and I have engaged in a study of counsel bias. For the record, I am submitting an article that John and I wrote in which we reviewed the entire literature of counselor bias. There are very few studies. Therefore, this is something you can be an expert in in a very short time.

What we did at Wayne, we hired a young woman and we coached her and paid her and she went into our counseling laboratory where our counselors-in-training are there to counsel people in the community. Now we have a one-way vision room and tape recorders so that every interview is recorded and then those of us who are counselor-educators supervise this.

The students did not know that this woman in question was a plant, as you will say. She came in debating whether to go into engineering or education. Now we assumed that there would be some bias, but Professor Pietrofesa and I were totally appalled and shocked at the degree of bias. It was not just men counselors, women counselors were equally as biased as men counselors. In fact, nobody did any counseling.

The minute the case was presented, the counselors were very busy telling this young woman, "Do you realize this will interfere with your family life, et cetera."

John and I are in the process of trying to replicate the study in terms of a man and a woman, a man considering a feminine occupation and a woman considering a masculine occupation.

Now, we feel very strongly that the importance of the study we did—it is only important if we make use of this in our counselor training. We have experimented at Wayne State University in terms of training of counselors. At Wayne we were able to convince the board of governors and the executive staff to give all of the counselors at Wayne State University a day off a week and a group of us tried to develop or did develop an inservice training module on counseling to get over sex bias.

It was an 11-week program. Let me tell you that the president gave time off in a tight money year. We won this and guess what: The counselors didn't sign up for it.

So, it is a very complicated thing. We finally got 50 counselors to sign up, but they were the counselors who had the right attitudes to begin with. We have a systematic program for inservice training.

The thing I like about this bill is that it would provide money for many people who develop many kinds of inservice training programs. It could provide money for consultation at various institutions because each inservice training program must be developed in terms of the needs of the particular setting. It could provide money for conferences to bring people from all over the country together to see the difficulties in terms of this kind of retraining.

It is not easy to retrain counselors or teachers or supervisors. It is not easy to alert people to their own biases. People never want to admit this.

So, it is a very difficult thing and the bill gets directly at that issue.

Now counselors do more than just interact with counselees. They use tests. Arvonne Fraser mentioned the Strong vocational inventory. Jane Goodman and I took it upon ourselves 2 years ago to pick the best and the biggest to try and fight it and change it. I am one of the counselors that Mrs. Fraser mentioned.

I don't want to do away with the Strong. I think they are useful to people. However, in their performance, they are very, very limiting.

Now the Strong is being revised, but the problem is this: There is not money available to develop new norm groups and until new norm groups are developed, that is, until women veterinarians are tested and put into the test, until male secretaries, and in the testimony I have the details of the Strong, until new norm groups are developed, the test, no matter how careful a job David Campbell does, it will not be an unbiased test.

The Strong is only illustrative of so many tests, not only in terms of vocational inventories, but in terms of the LSAT. I understand that, too, is biased.

We need money to pull together people from all over the country, test makers and developers, and we need ways to encourage them to change the test. We can do it legally and get rid of the test, but I would hate to see that happen. I would hate to see money used to take those tests which have some effectiveness and make them bias-free. This is something the bill addresses itself to.

Now, one of the other things I liked so much was the money for women's centers because I think this is a very important thing that has happened in this country.

In 1960, there was one women's center. In 1973, there are over 400 women's centers throughout the country. Very often these women's centers are operating on a shoestring budget in an ad hoc manner. Yet they are helping women deal with the very essence of what Matina Horner describes: "There are many reasons women don't achieve." Matina Horner, the President of Radcliffe, has done that exciting research on women's fear of success.

Until we help women be unafraid and, as she says, let me read:

Dr. Horner points out that a bright woman is caught in a double bind. In testing and other achievement-oriented situations, she worries not only about failure, but also about success. If she fails, she is not living up to her own standards of performance; if she succeeds, she is not living up to societal expectations about the female role. Men in our society do not have this kind of ambivalence, because they are not only permitted but actively encouraged to do well.

We have to help women be unafraid to succeed and help men be unafraid to cry and to stay at home. We need to blur the sex roles. We need to free people up so that they can do what if they want to do regardless of their sex.

The goal, I think of your bill, is the goal I have felt for a long time as counselor-educator and I hope to implement in my own jobs, to develop human beings who are free to act in ways that are appropriate to their interests and their values—not their sex.

Mr. HAWKINS. Thank you for an excellent statement. I must apologize because I am due in another subcommittee. I don't want you to feel you have chased me away.

Dr. SCHLOSSBERG. I wouldn't. I will look forward to seeing you again.

Mrs. MINX [presiding]. Your testimony has been most illuminating and will be very helpful for further deliberations in this committee.

As the Director of the new Office of Women in Higher Education at the American Council on Education, an office which I am not personally familiar with, could you just tell us briefly what the office is? Is it newly created and what can we expect from the American Council on Education?

Dr. SCHLOSSBERG. It is a very good question. I wish I could answer it. It is a newly created office. They have been searching for somebody to fill this office for the past few months, I think almost a year, since it was announced that the American Council was going to establish such an office. I think very much what happens in that office will depend on those of us who are working in the office, as well as our constituency. We have member organizations.

But it is my hope that it will be an activist office taking a lead in areas such as career education, counselor education, developing inservice workshops, possibly moving in the whole area of rosters. They have been moving in that area.

But I can't be specific about the actual projects we will work on. My own feeling is, and I can say that I think the American Council agrees with this, it will not be a research-oriented office. Rather, it will be an attempt to take a look at problems women and men face in higher education and disadvantaged students and faculty and take some positions and develop some programs which can be useful on a national level.

I cannot be more specific, I have been in the office a total of 3 days. The next time we meet, I hope I can be more authoritative about it.

Mrs. MINK. Did the decision to create the office arise from any specific problem which the Council faced or is it just a new illumination of their responsibility?

Dr. SCHLOSSBERG. You probably would be better off asking Bunny Sandler that, because I think she has been involved in this from the beginning and I was at Wayne training counselors when the decision was made, so I don't know the answer.

Mrs. MINK. Have they given you staff?

Dr. SCHLOSSBERG. I am not there officially until September, but I will be hiring staff. I have a secretary, Liz Arnold, who has been an intern from Berkley. She will be working this summer. I will have assistance in the fall.

Mrs. MINK. If H.R. 208 should be enacted into law, do you envision that the American Council would be one of the participants in any grant program or contract?

Dr. SCHLOSSBERG. I would hope so certainly. You see, the act, I think, would enable the Council to do more than just talk about programs that should be, but in fact to implement some. I think with my own focus of interest in terms of inservice training at all levels and of counseling, which I find is a terribly important matter, this will enable us to do some things.

Mrs. MINK. I have no further questions.

Mrs. Chisholm.

Mrs. CHISHOLM. You made a great deal of reference to testing. I think if I heard you correctly, you indicated that although there needs to be some changes and reevaluation and reassessment of testing that you would hate to see this whole procedure eliminated.

Now I think it has been indicated clearly in our Nation today that testing in many, many areas of this country has been one of the ways

that children have been trapped into certain systems. Children have not been given the opportunity to really develop the potential that they have because so much in our so-called middle class society basically depends on these tests which are usually put together by persons who have no experience or attunement or sensitivity to the needs of minority children in this country.

So, I just want to ask the question: Do you believe that in light of all of the statistical testimony that we have, that perhaps we do have to create new kinds of tests to evaluate children who have latent abilities which have not been able to develop in their particular settings?

I think this is where a great deal of difficulty in our educational system has been going on.

Dr. SCHLOSSBERG. This is an interesting thing you mention. Several years ago, the College Entrance Examination Board established a Commission on Tests. I was a member of that commission. I was the person on the commission who said throw out every test.

It was Kenneth Clark who came to testify before our commission and Ed Gordon, one of the leading counselor educators who happens to be black, who was on the commission who convinced me that I was wrong. I don't want to quote their testimony since they are not here, but the reason they convinced me that I was wrong because I took the extreme stand at that point which was really that I would rather have no tests at all and throw everything out and I can remember Kenneth Clark testifying that tests, for example, in terms of achievement tests which, at that point, we were discussing, were a way to measure the school. It was not the tests themselves that were bad. It is the way they are used.

In fact, depending on the use this could be an advantage for minority students.

At that point in time, even though I was an early feminist, we did not raise the question of testing for women. I generally do not use tests. I have never used a test in my own counseling. I don't usually encourage my students to use tests. But I do feel that there are certain kinds of inventories which are helpful to the individual.

One of the real problems with picking a career is that most individuals don't have any idea of the range of possibilities for themselves. They pick careers in terms of social class, sex, and minority status.

If tests are used appropriately, they can be a means for helping the counselor and the student think of fields which she or he would never have thought of before, if they are used as a springboard.

The Strong test, for example, is not a test which tests abilities. I think when we look at tests, some are ability, some are aptitude and some are values. The Strong is a test which takes groups of people and sees the degree to which you have similar reactions to them.

I agree with Arvonne Fraser's comments in her testimony that this might maintain the status quo, but I believe that the Nancy Cole article, which I am submitting to you, and she is a test expert and she is critical of tests, also can show with appropriate counseling and if the test had the new norm groups this could mean that an individual with a certain kind of interest pattern or response pattern instead of thinking of two or three occupations, might think of 100 occupations.

In other words, certain tests, if revised, could open up opportunities rather than closing them.

I don't believe that counselors without the help of some other materials are ever going to have the vision to know the range of opportunities, because counselors are middle classed, the tests are middle classed.

I understand and appreciate your point and I am more moderate at this point than I was a few years ago on this.

Mrs. CHISHOLM. Thank you.

Mrs. MINK. Thank you very much, Mrs. Chisholm.

Thank you again Dr. Schlossberg for your testimony and for appearing here today.

Our next witness is the Honorable Ethel Allen, member of the city council of Philadelphia.

We welcome you, Dr. Allen, to the committee. Your testimony will be placed in the record at this point. You may read it or summarize it or whatever you would like to do.

[The statement referred to follows:]

STATEMENT OF DR. ETHEL D. ALLEN, COUNCILWOMAN, PHILADELPHIA, PA.,
ON BEHALF OF NATIONAL WOMENS POLITICAL CAUCUS

Mr. Chairman, Members of the Committee: I am Dr. Ethel D. Allen of Philadelphia, Pennsylvania, Physician and Surgeon and Republican Member of the City Council.

I am testifying today on behalf of the National Women's Political Caucus with respect to H.R. 208 introduced by the Honorable Patsy Mink.

I commend Representative Mink for the introduction of such timely legislation and for her recognition of the need for same. It is truly said "There is nothing more powerful than an idea whose time has come."

I am considerably heartened by those provisions of the Act which handle community as well as institutional participation, as I feel the approach will be less esoteric in the former and thusly capable of reaching the grassroots people where it is sorely needed.

We must ever keep in mind the fact that education occurs in all places, and at all times—and may be as influential in shaping our lives in the unstructured areas, such as community, as in the highly complex and rigidly structured atmosphere of the institutions of learning.

The barriers to a sound educational process are many, but predominant among them is the barrier of one's sex. The role that it has played in our everyday lives has been self-evident since childhood and with only a small degree of effort one may successfully document by recall of memories the events and factors contributing to it.

Sex role stereotyping and sex discrimination continue in the American educational system despite this age of enlightenment relative to many other activities.

In most school textbooks, especially those on the elementary level, the female is still displayed as the dependent mother, capable only of solving minor problems and performing menial tasks. Her activities are basically those of combing hair, helping the children make cookies and searching for the dog. Any major decision or activity is the sole province of the father—who is strong, intelligent and dependable. He is always greeted with a tremendous outburst of enthusiasm because he is the one who can do the job.

The female is delegated to two portrayals in the texts of elementary school—housewife and teacher. In the more advanced years, a nurse might possibly be added.

H.R. 208 should serve to correct this. However, unless extensive enough to bring about changes in the practices of publishers, for they are prime offenders, little will be gained.

Publishers make few changes in their format. They depend upon the tried and true of old—modifying it solely by adding a few new words so it becomes a new edition. The texts, therefore, lack honesty and contribute greatly to the confusion in the mind of the child because of a lack of relevancy to the life of the

child. In recent years, publishers have added black faces—a result of the Civil Rights Movement and a token acknowledgment of the existence of people of color. The complexion has changed, but not the role. We are continuing the "locked in" mental attitudes of the chauvinist and perpetuating his theories by these outmoded practices.

Textbooks, counselling and teacher-student activities lack the exploration of the women's role in this world. They also lack the honest portrayal of groups of people. Children question the roles they see defined in textbooks, the roles outlined by their counsellors and the roles they view in their teacher-student relationship. The impressions gathered in the formative years affect them and their thinking to a great extent in their later life.

Witness the impressions you had as youngsters laboring through the *Dick and Jane* Series. Blond hair, peaches and cream complexion, well-dressed, etc.—certainly not relevant to me, and probably not relevant to you. I asked, "Why?"—and so probably did you.

Witness furthermore, recess activity—the girls jump rope, the boys play ball, and there is no provision for interchangeable activity any more so than there is for girls on the golf, tennis or swimming teams. There is a need for change—and change will come.

As I visualize the action created in the field of education, should H.R. 208 become a fact, I see formidable changes.

These changes are not only in the areas of curriculum development and evaluation of improved curriculum, but also in the motivation and education of masses of people heretofore deprived. H.R. 208 introduced by the Honorable Patsy Mink thusly becomes a catalytic force in the molding of the structure of our educational system of the future.

As I visualize the action brought about by the passage of this Bill, I see victims of juvenile delinquency problems whose educational processes have been interrupted by their entry into the criminal justice system being provided educational benefits of a habilitative or rehabilitative nature so as to avert the rapidly escalating problems of recidivism.

As I visualize the effects created among minorities, grassroots people, economically and socially deprived individuals and slow learners, I see the improvement of one-self-concept, brought about by the tailoring of one's educational needs to the individual as defined by evaluation and study, and the eradication of bias as is currently existent.

This is an absolute necessity for success. Otherwise, those of our constituents who are poor, who suffer from a language barrier, who have been denied educational opportunities because an educational system is totally unconscious of its own deficiencies and lack of relevancy; those of our constituents who are not poor but are unconscious of the great wealth of human resources as yet untapped (present among the uneducated, the improperly educated and the educated who have failed to produce)—are the losers for it.

This Bill has merit—and its merit will be recognized only when the fruits of its labors are harvested. When it provides a means of acquiring an education for a mature woman who, because of age more frequently than marital status, is denied the continuance of her erstwhile interrupted educational process—a process interrupted because other known barriers were instrumental in contributing to her fate (race, sex and economic discrimination)—it shall have merit.

When it turns an urban educational system into a responsive organ, capable of satisfying the needs of its students and taxpayers and does not create a quagmire of ignorance based on inbred prejudice attuned to the racial or ethnic composition of its majority—it shall have merit.

But—should it serve only the needs of the graduate student seeking post graduate or post doctoral education, at the expense of the possible utilization of the Bill's provisions to develop a system that can break the vicious cycle of educational deprivation and welfare; should it serve only to provide for one group at the expense of another (youth versus age, e.g., as exhibited in the SEEK Program in New York which accepts no persons over 30); should it not furnish those benefits denied a person over 30 aspiring to a college degree, who, unable to qualify on the basis of age for subsidy, grant, scholarship or financial assistance, must then work and attend school at night—using those precious extra years to attain the requirements for admission; should it not make provision curriculum-wise for the possession of experience and knowledge attained by living—then, and only then, would it fail in its purpose and responsiveness to a well documented need.

**STATEMENT OF HON. ETHEL ALLEN, CITY COUNCIL,
PHILADELPHIA, PA.**

~~Dr. ALLEN:~~ Thank you.

I might add that unfortunately I did not receive until today a report of a project done in Representative Chisholm's area on the aspect of this bill that I am primarily interested in. I would ask therefore that this report be placed in the record also, please.

By way of introduction, I am Dr. Ethel D. Allen of Philadelphia, Pa., physician and surgeon and Republican member of the city council.

I am testifying today on behalf of the National Women's Political Caucus with respect to H.R. 208 introduced by the Honorable Patsy Mink.

I commend Representative Mink for the introduction of such timely legislation and for her recognition of the need for same. It is truly said, "There is nothing more powerful than an idea whose time has come."

Having perused the bill carefully and having discussed it with a number of women's organizations, particularly in Philadelphia, I regret to say that a number of them were not familiar with the bill, but they are now. I sincerely hope that at some future hearing members from Philadelphia and outlying areas will come and testify in regard to the bill.

My particular interest in the bill was the opportunity that it affords women over 30 and particularly women with children, the possibility of continuing an interrupted education. Women deserve the right to fulfill themselves to their fullest potential and capabilities. Acting positively about helping others becomes beneficial to the overall good of our human community.

Our Government has passed a law entitling women to total equality in employment. But unless education can be furthered, the majority of women in this country who are over the age of 25 cannot begin to fill the qualifications needed for employment without some kind of college degree.

Women who are the sole support of themselves and/or their families, who wish to go back to school—and who for many discriminatory and financial reasons couldn't go at an earlier age—face too many years of study if they must do it part time and then only at night. The majority of these women who don't have degrees barely earn enough money on a full-time basis to provide for the necessities of life. With this in mind, it is inconceivable to expect them to afford to also put themselves through college. At their current ages now, this would put them far behind for competition in the job market when they finally do finish their education.

Besides this, they carry the responsibility of maintaining a home and raising children, with no subsidies or grants available to them to cover this extra load. In view of this, and in view of the job opportunities, it has become necessary for the mature woman to be provided with the same benefits for furthering their education as many other minority groups now have.

College has become a necessity rather than a choice. Because of the highly competitive and not totally equal society in which we live,

degrees are considered necessary for most good employment. Women are faced with the following problems:

They cite difficulties in attending school; timewise and moneywise; prohibitive costs; lack of open enrollment and eating up of extra years while working and schooling simultaneously in their maturity.

Also, in many schools, waiting lists present a problem for the mature woman. Because of their ages, the lists are unrealistic.

Even in the so-called "free city university" cost is definitely a major barrier. Courses are not free to adults who work and take care of families and pay taxes.

Over a period of 5 years of borrowing money to go to school, her cost amounted to \$11,000 out of a total income of \$18,000, leaving her about \$5,000 to \$6,000 in debt.

Women have trouble understanding the job market, they do not know what they want to do; they are only vague about wanting better jobs, more money, et cetera. Studies show (from data bank) that 85 percent of women with a BA in liberal arts are working in jobs that have nothing to do with their degree. It is necessary to be specific about what is to be studied. Consulting school catalogs and counselors to ascertain that right courses are being taken is foremost. A BA in liberal arts is useless; it is not a marketable item.

It is obvious that not enough good counseling services are available. This becomes important, because they act as a catalyst, helping women returning to school, business. The object is to establish more of them. With successful women directing and helping others to find ways to accomplish these goals, more women have better changes. Although women have found ways to educate themselves for specific jobs, feedback on this aspect is nil.

I feel that H.R. 208 serves this purpose. In my testimony that I have submitted for the record, I make note of the fact that as Mrs. Fraser noted, publishers have been at fault with respect to the early education of children and the textbooks submitted to the same.

It was my experience in the get set program which is a prekindergarten phase of education, that the books there always depicted children and circumstances totally unrelated to that of our lifestyle. We had to explain to children when they came into our clinic and saw a woman physician instead of a male that, yes, women do become physicians.

You have to explain it to older patients also. I have had people come in and ask to see the doctor and when they are shown into my office, they still ask when they will see the doctor. My reply often is, "I is the doctor."

This shows how ingrained this sex discrimination and stereotyping is in our Nation based not only in the education system, but on the community situations we faced.

When I ran for political office and it was noted in the newspapers, everybody naturally assumed I was masculine. When they finally saw me and heard my platform of "What you see is what you get," they realized that women were venturing further into the political circles in Philadelphia which has been called the bicentennial city, despite the fact that it has a centennial approach to life.

We are finding that with H.R. 208 in the discussions we have had, we are very enthusiastic about it, extremely enthusiastic. With only

two women members on the city council we have not been able to get any legislation through successfully that deals with sex discrimination. We have many major problems not only with education, but with housing, credit, mortgages, and so forth. Our inability to get any legislation through is due to the fact that the men in our council are locked into the attitude that women are not brilliant enough to write the type of legislation such as you have introduced. Representative Mink, and anything we put out before them gets stuck in committee.

So, your bill represents, on a national scale, a new approach to thinking with regard to education, a new approach to thinking with regard to the female.

We sincerely hope that your bill will be able to get through such as the Equal Rights Amendment got through. We hope it will not have to go through the harassing circumstances the Equal Rights Amendment currently faces.

But we envision this as not serving one special interest group. The first impression I got on discussing this bill with members of NOW, Status of Women, women's political caucus in my area, was that this presented a remarkable opportunity for women to develop their graduate and postgraduate degrees in special emphasis studies especially in the field of sociology.

I don't envision H.R. 208 has doing this. I envision it providing those opportunities to a woman like me after having had to go back into the work force, desirous of developing either a career or a good work ethic, can break that cycle of poverty and depression, move out into the mainstream and then profit by the benefits that your bill outlines.

Black women need the opportunities to get back into the educational system. The minority groups such as the Spanish-speaking, the Puerto Rican, the Chinese, all need the same opportunities.

H.R. 208 provides these opportunities, provided it is not used by those people who are better equipped to gain the postdoctoral, the post-graduate degrees through other mechanisms other than what you design in your bill.

Therefore, I speak to the point that it has to be attendant to the needs of the grassroots individual, the economically deprived, the socially deprived, the undereducated, the person who has had their education interrupted by some circumstances and that individual who is too old to qualify for the special governmental programs currently existent.

This is how I see H.R. 208. I will do anything possible I can to help you in getting it passed.

Thank you.

Mrs. MINK. I certainly appreciate your enthusiasm and your warm support of the legislation. I concur wholeheartedly with your view of what the intent and purpose of this legislation is. I am interested in your comments that you discussed this bill with other women's organizations in your city.

Did you find a general concurrence with the overall objectives of this bill after they had an opportunity to study it or what were your impressions in discussing this with these organizations that you mentioned?

Dr. ALLEN. Regrettably, Representative Mink, I am sorry to say that most of the emphasis was placed on what the benefits would be to those individuals who were primarily interested in professional education. I did not hear in one circumstance in talking with the members of the various feminist groups any interest with regard to the grassroots individuals. Once I took the bill before the residents of the Advisory Board, the Tenants Union Council, and especially the Domestic Workers Members they were highly enthusiastic about the bill and asked how it pertained to them and the opportunities afforded.

I think we are going to structure a meeting between the two groups so that East can meet West, so to speak, or the high can meet the low and we can see what merits can benefit both groups.

As a physician who plans to go to law school, if I wanted to be very selfish about this, I could say this is my golden opportunity. However, I would rather sacrifice my needs for the needs of some mother of five or six children who has exhibited to me remarkable potential but has not had the opportunities that H.R. 208 can afford her.

Mrs. MINK. Apart from the applicability of the bill to adult women, and I assume that you were restricting your comments to that aspect of the bill do you see the same kind of difficulties with respect to how children might benefit under the legislation?

Dr. ALLEN. No, I don't see the difficulties unless the difficulties lie primarily in the recalcitrant behavior of the education system especially in urban areas to respond to H.R. 208.

We have difficulties in Philadelphia with the fact that counselors are not properly oriented in career direction of youngsters at a very early stage or even on the secondary level. Therefore, you find a young lady who has marked aptitude who wants to become an automotive mechanic being refused the opportunities to develop that vocation because this is not the acceptable thing to do. She is in turn then told to go into computer technology and she said, "I will settle for computer mechanics" which is a phenomenal field with fantastic financial rewards. She is directed from anything that involves tools, because the thinking in Philadelphia is that women don't work with tools; they don't become mechanics. They don't even become mechanical dentists. They can't work in the dental industry where they make teeth.

So you find a kid in the third grade who is presented for the first time with a city hall situation where he goes down to see how the city council operates. The first thing he sees is a black female city councilwoman—unheard of. In the civics class they never said this. Or he walks in the courtroom and sees a Chinese female judge—unheard of. This is not taught in the classroom. He goes back to school and says why the difference between what I learn here and the real life situation?

He has never been exposed to counseling that says that your sister is just as capable of repairing the engine of your father's car as you are. It is supposed to be his lot to do that sort of thing and this is the thinking all along.

Correspondingly, if your car breaks down on the road, women who might know something about what is wrong with your car will pass you by because it would not be nice for a woman to be seen with the hood up and bent over the engine.

This starts at an early age. If you offered to help them in a circumstance that was not female oriented, they would not respond. There have to be very marked changes in the educational system and marked changes in the community approach.

Mrs. MINK. You are absolutely right on that.

Mrs. Chisholm.

Mrs. CHISHOLM. How are you, Ethel?

Dr. ALLEN. Fine.

Mrs. CHISHOLM. It is very good to see you here today. I would like to ask you three questions. My first question concerns this minority woman, who has the twin jeopardy of her race and her sex. We do know that minority women, generally speaking, in this Nation have not yet developed a high degree of political sophistication about many, many things. Would you say, therefore, that we need to make sure that these women who possess this twin jeopardy are given some kind of priority consideration. If not, won't those who are active and those who are sophisticated and those who are better educated benefit from the legislation to the exclusion of these groups who definitely need so much help. If you feel this way, what would be the suggestions, if any, that you can make to this committee?

Dr. ALLEN. I definitely feel that way. I think that the priority is of the highest essence. I base that not only on the statements that you have made, but on the experience that I just suffered in trying to deal with this bill through the structured organizations.

The recommendations I would make would be that the Commission that would deal with H.R. 208 must of necessity contain a preponderance of the minority people, as opposed to a preponderance of just high level educators. You may be able to combine the two.

I would also feel that there has to be input from that level, input of great magnitude, input of great depth. This input must be sought out not only by the Commission, but also by those individuals or staff who will be working with the Commission because they will vary from time to time. The needs will vary from time to time.

The emphasis should definitely not be on the fact that we would further the educational and career goals of those individuals who are already provided with the wherewithall to get the same.

Mrs. CHISHOLM. My second question is: Do you feel that if this legislation was passed, it would not only provide national or Federal guidelines, but it might also bring about a more enlightened attitude on the part of State legislative bodies and therefore be more responsive to women's needs even though the majority of our legislatures don't have many women? Do you really feel this would help?

Dr. ALLEN. I think it would help greatly. However, that also will be dependent on how much assistance this bill gets on the local levels from the various women's groups and from the Commission itself. This is one of the biggest roadblocks we have currently. Our Commission on the Status of Women is very effective, but only in specific areas. In the area of education, it has been most ineffectual. Not that they lack women educators on their staff, but they are intimidated to a great extent by the legislators who in our legislature are all men. We have two women in the house of representatives in the State, but other than that, all the rest of the people are men and they intimidate them by saying, "We will take away this or that."

I see this bill, if properly implemented in the States, as developing welfare reform on a State level by virtue of its educational benefits. Once you get people educated and able to work, they are not going to be on welfare. If you start the children off with an opportunity to get that education, they will never have to go on welfare.

So, I envision H.R. 208 as having a dual purpose, not only the educational changes that will be made, but also the development of a welfare reform method.

Mrs. CRUSHOLM. I have no further questions. Thank you.

Mrs. MINK. Thank you very much Dr. Allen. We appreciate your testimony.

Our last witness this morning is Dr. Audrey Norris, chairman of the Education of Women Committee, Association for Supervision and Curriculum Development.

STATEMENT OF DR. AUDREY NORRIS, CHAIRMAN, EDUCATION OF WOMEN COMMITTEE, ASSOCIATION FOR SUPERVISION AND CURRICULUM DEVELOPMENT, CINCINNATI, OHIO

Mrs. MINK. Your testimony will be placed in its entirety in the record. You may proceed.

[The statement referred to follows:]

STATEMENT OF DR. AUDREY B. NORRIS, CHAIRMAN, EDUCATION OF WOMEN COMMITTEE, ASSOCIATION FOR SUPERVISION AND CURRICULUM DEVELOPMENT, CINCINNATI, OHIO

Chairman Hawkins, Representative Mink, members of Equal Opportunity Subcommittee of the House Education and Labor Committee, I am Dr. Audrey B. Norris of Cincinnati, Ohio, and I serve as Chairman of the Committee on the Education of Women of the Association for Supervision and Curriculum Development. This association consists of thirteen thousand superintendents, assistant superintendents, directors of curriculum and instruction, supervisors, principals, key teachers and other curriculum workers from all of our states. I have served as a teacher, an elementary and secondary supervisor, a public school director of curriculum and research in two areas, a federal grant director of Tomorrow's Educational Systems Today, a Title I and III E.S.E.A. Act grants project expending over a million dollars of federal funds and I am presently a university professor in the Department of School Administration at the University of Cincinnati. During the last month I have been one of the last 15 finalists in the competition for Superintendent of Schools, Washington, D.C. I have worked in the Arlington Virginia, Hamilton County Ohio and Willoughby Eastlake Ohio City Schools. During the last several years I have been invited to be in contact in a training way with teachers and administrators from Maine to Mississippi and California and at all major educational conventions. In addition I am working with organized womens groups. I speak today in support of Representative Patsy Mink's Women's Educational Equity Act.

March a year ago, at the national convention of the Association for Supervision and Curriculum Development in 1972 resolutions from the floor of the business meeting indicated the magnitude of the problem concerning women regarding equal opportunity for advancement within the educational profession, curriculum for women of all ages in school, the re-education of the out of school population of both women and men and the problem of sex bias and stereotyping. This year the Association supported a small grant proposal of \$6000 to begin to build a task force with the superintendents, school board members, supervisory and curriculum workers to begin to attempt to get equal opportunity for women in the education profession, which consists mainly of women in the teacher ranks, and to develop a brief guideline and resource already developed for curriculum directors regarding sex bias and stereotyping in the curriculum. Six thousand dollars is an infinitesimally small amount in relation to the magnitude of the problem. However, it represents one of our largest grant investments, thus

substantiating the need. None of our workers are paid for this particular work and we therefore can spend only limited amounts of time on this.

My remarks today are divided into five distinct parts as I speak to support the need for this act in a summary statement. The aspects of the problem of women, education and equity I will address myself to today are equity, women, and the pluralistic society, the role of schools and school districts, state legislatures and the courts, the curriculum sex bias and stereotyping, equal opportunity especially within the education profession itself and the national need for the Women's Educational Equity Act.

EQUITY WOMEN AND THE PLURALISTIC SOCIETY

Equity regarding women denotes "in its broadest sense and most general signification the spirit and the habit of fairness, justness, and right dealing which would regulate the intercourse of men with men."¹ Naturally Black's Law Dictionary in this definition implied women with women and men and men with women. This fairness, justness, and right dealing varies as different parts of the pluralistic society indicates its values. The role of women varies in these points of view from an independent responsible one or worker to that of chattel. Thus, women are living a myth and need to know where they stand as concepts of the family, role of the courts and legislatures and the economy vary, in regard to the individual. Likewise concepts of education also vary.

THE ROLE OF THE SCHOOL AND SCHOOL DISTRICTS

As concepts of education vary so do the roles of the school and districts vary from seeing the school as transmitting the past, to one of transmitting the past and allowing some problem solving, to solving problems under competent guidance of the teachers, to using the school to solve society's problems, or to using the school to bring about radical or violent change. How do we know what guarantees to include in the curriculum as schools assume different roles?

STATE LEGISLATORS AND THE COURTS

As concepts of the school vary so does the manner in which new statutes or law are enacted by legislatures and courts. Some see the legislatures and courts reflecting the society, whereas others see these bodies as forums making wise decisions using research, rights, and knowledge.

THE CURRICULUM—SEX BIAS AND STEREOTYPING

Definitions of curriculum vary from the text as curriculum to learning opportunities or experience itself as curriculum.

What is sex bias and stereotyping in the curriculum? What are women's rights? What are their legal rights? Are they constitutional or are they value judgments? Are the decisions situational? Isn't this a marketing society? Are women's roles, economic? What motivations are behind these decisions? What research do we have about women's roles? What value decisions do we want to make? Can we legislate one curricular design for women across mass number of youngsters?

These are just a few of the research problems which need more extensive study for curriculum workers. Courts and legislatures need a lot more knowledge or research in making changes. What are the implications of no fault concepts to the individual and the family? What are the ramifications of present vesting procedures in retirement? Massive studies of curriculum and curriculum materials are necessary.

How can you operate schools and different curricular designs in a pluralistic society? Where are the models with consideration for equity concepts of justice, and fairness in administration procedures for students, teachers, administrative roles, etc. What about equal opportunity?

EQUAL OPPORTUNITY

My experience has taught me that professionals are upset by discriminatory practices of Boards of Education, administrative groups, legislatures, judges and

¹ Black, Henry Campbell, *Black's Law Dictionary*, Revised Fourth Edition, West Publishing Company, St. Paul, Minnesota, 1968, p. 634.

others. A recent survey of the National Council of Administrative Women in Education² in thirty states indicates that 67.8% of the full time instructional staff in these states are women. In these same districts and schools women hold 21.0% of the elementary principal positions, 3.5% of the junior high positions, 3.0% of the senior high positions, 0.6% of the superintendents positions, 7.5% of the Deputy of Associate Superintendent positions, 2.9% of the Assistant Superintendent positions, and 15.2% of the Administrative Assistants to the Superintendent. In this same survey in a category entitled central office administration women hold 48.2% of the general administrative positions, 8.5% of the finance and school plant positions, 38.3% of pupil personnel services positions, 46.3% of administrative instruction and supervisory positions, and 36.3% of the special subject area administrators in central offices. There is one women superintendent in Montana and no women superintendents of the selected large cities of the survey. Now you see why a white woman is competing in her hometown of Washington, D.C.

For several months I have been studying the ways Boards and colleagues work to exclude women from top jobs. Naturally, if the criteria says you have to have been a superintendent that does it. If your qualifications are competitive Boards do not let you in for an interview but choose a less competitive woman candidate who cannot compete in the finals, or if they let you in for an interview then perhaps the race is wrong or individual and group procedures are employed tactfully to cut a woman out in the selection process. If a woman cannot get into the Department of Educational Administration at a university in the first place that also takes care of the matter. Thus, I am saying much research and work needs to be accomplished and disseminated to assist the states (schools, family groups, legislatures, courts, and businesses) at all levels regarding issues inherent in problems of women in a pluralistic society, and problems and procedures related to sex bias and stereotyping especially motivation and economic aspects and possible viable solutions and ideas.

In a recent salary survey conducted in the ASCD organization itself we found a significant difference in the salary between males and females in the same type of position in supervision and curriculum development.

WHAT IS BEING DONE TO REEDUCATE MEN AND WOMEN

Individual citizens and groups are working hard. However, use of mass means of communication is essential in this regard as the problem is tremendous regarding education and equity.

SUMMARY

The United States is in a value dilemma, regarding woman, her role, status, and equity.

The Women's Educational Equity Act can serve as an outside system to work with and through the permanent systems of schools, family groups, legislatures, courts, and businesses:

To instigate essential research regarding education of woman and equity.

To encourage and conduct in-service training and improve awareness to the problem.

To assist states in setting up models of effective action in schools, family groups, legislatures, courts, and businesses.

To publish essential reports and communicate these to influential people and the general population.

To link action underway.

To develop systems for improvement of equity for women.

Equity deals with the conscience of the United States in regard to its citizens, both the educational and justice systems need this act, immediately.

I thank you.

Dr. NORRIS, Representative Mink and committee members of the Subcommittee on Equal Opportunity of the House Education and Labor Committee, I am Dr. Audrey Norris of Cincinnati, Ohio. I serve as chairman of the Committee on the Education of Women of the Association for Supervision and Curriculum Development. This asso-

² National Council of Administrative Women in Education, *Wanted—More Women, Where Are The Women Superintendents?*, 1815 Fort Meyer Drive, Arlington, Va. 22209. \$2.50.

ciation consists of 13,000 superintendents, assistant superintendents, directors of curriculum and instruction, supervisors, principals, key teachers, and other curriculum workers from all of our States.

I have served as a teacher, an elementary and secondary supervisor, a public school director of curriculum and research in two areas, a Federal grant director of Tomorrow's Educational Systems Today, a title I and III ESEA act grants project expending over \$1 million of Federal funds and I am presently a university professor in the department of school administration at the University of Cincinnati. I also served as the director of Tomorrow's Educational Systems Today, an outside temporary system for the purpose of bringing about educational change in permanent school systems.

That is the reason why I am here today, because of my situation with the ASCD as chairman of the education committee and also as a director of an outside temporary system which has been established for the purpose of bringing about change.

I guess one of the things I should say also is that I am one of the 15 finalists for the Superintendent of Schools position for Washington, D.C. Since Washington, D.C., is my hometown and very dear to my heart, you can see why I am here today.

I have worked in the Arlington, Va., Hamilton County, Ohio, and Willoughby Eastlake, Ohio, city schools. During the last several years I have been invited to be in contact in a training way with teachers and administrators from Maine to Mississippi and California and at all major educational conventions. In addition, I am working with organized women's groups. I speak today in support of Representative Patsy Mink's, Women's Educational Equity Act.

March, a year ago, at the national convention of the Association for Supervision and Curriculum Development in 1972, resolutions from the floor of the business meeting indicated the magnitude of the problem concerning women regarding equal opportunity for advancement within the education profession, curriculum for women of all ages in school, the reeducation of the out-of-school population of both women and men and the problem of sex bias and stereotyping.

This year the association supported a small grant proposal of \$6,000 to begin to build a task force with the superintendents, school board members, supervisory and curriculum workers to begin to attempt to get equal opportunity for women in the education profession, which consists mainly of women in the teacher ranks. The education profession consists mainly of women, however, at the high level spots, this is not the case.

The second position of this committee is to develop a resource pact and brief flexible guidelines to begin to assist curriculum directors across the country with getting sex bias and sex stereotyping out of the curriculum. Six thousand dollars is an infinitesimally small amount in relation to the magnitude of the problem. However, it represents one of our largest grant investments, thus substantiating the need. None of our workers are paid for this particular work and we therefore can spend only limited amounts of time on this.

Since March we have been talking to everyone you can think of in terms of the magnitude of the problem in curriculum guides, opportunities in the classroom and also in relation to materials. Thus I am saying that the part of House bill 208 which indicates the need for this, as a leader in the Association for Supervision and Curriculum Devel-

opment, I can say and substantiate the need for this kind of thing in the United States today.

My remarks today are divided into five distinct parts as I speak to support the need for this act in a summary statement. The aspects of the problem of women, education and equity I will address myself to today are equity, women and the pluralistic society, the role of schools and school districts, State legislatures and the courts, the curriculum sex bias and stereotyping, equal opportunity especially within the education profession itself, and the tremendous national need for the Women's Educational Equity Act.

First, equity women and the pluralistic society.

Equity regarding women denotes "in its broadest sense and most general signification the spirit and the habit of fairness, justness, and right dealing which would regulate the intercourse of men with men."

By the way, that is Black's Law Dictionary's definition of equity.

Naturally we recognize that this dictionary definition implies women with women, and men and men. This fairness, justness, and right dealing varies as different parts of the pluralistic society indicates its values. The role of women varies in these points of view from an independent responsible one or worker to that of chattel.

Thus, women are living a myth and need to know where they stand as concepts of the family, role of the courts and legislatures and the economy vary, in regard to the individual. Likewise concepts of education also vary.

THE ROLE OF THE SCHOOL AND SCHOOL DISTRICTS

As concepts of education vary so do the roles of the school and districts vary from seeking the school as transmitting the past, to one of transmitting the past and allowing some problem solving, to solving problems under competent guidance of the teachers, to using the school to solve society's problems, or to using the school to bring about radical or violent change. How do we know what guarantees to include in the curriculum as schools assume different roles?

I would like to add a comment here to my prepared statement. This is one of the most difficult problems curriculum leaders are faced with today, to know the kinds of guarantees to include in the curriculum and to find the way to include these in the curriculum.

Thus I am saying to you that the past of the act that indicates the tremendous need for research is a very important part of the act because this part of the act can give leadership to directors of curriculum and assistant superintendents in charge of structure and curriculum and also to communities.

I would like to speak for a moment in terms of State legislators and the courts. I would like to add to my prepared comments if I may.

I spent all day yesterday in the Ohio Legislature and I would perhaps like to make some comments in that regard. I feel that had the Ohio Legislature yesterday had just some research bulletins in terms of equity, some suggested kinds of financial formulas, or ways that they could conceptualize how to make new statutes in Ohio regard, for example, the one yesterday was in regard to whether Ohio should enact no-fault-type legislation.

I felt that if the legislators would have had some kind of research to base some of the kinds of decisions on that were suggested and would perhaps go into the statutes.

You see, as concept of the school vary, so does the manner in which new statutes or law are enacted by legislatures and courts. Some see the legislatures and courts reflecting the society, whereas others see these bodies as forums making wise decisions using research, rights, and knowledge.

THE CURRICULUM—SEX BIAS AND STEREOTYPING

Definitions of curriculum vary from the text as curriculum to learning opportunities or experience itself as curriculum.

What is sex bias and stereotyping in the curriculum? What are women's rights? What are their legal rights? Are they constitutional or are they value judgments? Are the decisions situational? Isn't this a marketing society? Are women's roles economic? What motivations are behind these decisions? What research do we have about women's roles? What value decisions do we want to make? Can we legislate one curricular design for women across mass numbers of youngsters?

I ask these questions and add to my written comments because questions like these are the kinds of questions that curriculum directors and leaders are faced with daily as they develop curriculum and as teachers and principals develop learning opportunities for youngsters. These are just a few of the research problems which need more extensive study for curriculum workers.

Courts and legislatures need a lot more knowledge or research in making changes.

I see bulletins in this regard that can be disseminated. What are the implications of no-fault concepts to the individual and the family? What are the ramifications of present vesting procedures in retirement?

I am trying to say that massive studies of curriculum and curriculum materials are necessary and there needs to be a relation between the kind of research studies that are undertaken.

How can you operate schools and different curricular designs in a pluralistic society? Where are the models with consideration for equity concepts of justice, and fairness in administration procedures for students, teachers, administrative roles, et cetera. What about equal opportunity?

My experience has taught me that professionals are upset by discriminatory practices of boards of education, administrative groups, legislatures, judges, and others.

I would like to quote some figures from a recent survey of the National Council of Administrative Women in Education. In 30 States indicates that 67.8 percent of the full-time instructional staff in these States are women. In these same districts and schools women hold 21.0 percent of the elementary principal positions, only 3.5 percent of the junior high positions, 3.0 percent of the senior high positions, 0.6 percent of the superintendents positions, 7.5 percent of the deputy or associate superintendent positions, 2.9 percent of the assistant superintendent positions, and 15.2 percent of the administrative assistants to the superintendent.

In this same survey in a category entitled "Central Office Administration," women hold 48.2 percent of the general administrative positions, 8.5 percent of the finance and school plant positions.

I would like to add a comment in that regard. Those are where the decisions are made in terms of how the money is spent—38.3 percent of

the pupil personnel services positions, 47.3 percent of administrative instruction and supervisory positions, and 36.2 percent of the special subject area administrators in central offices.

There is one women superintendent in Montana and no women superintendents of the selected large cities of the survey, which makes the Washington, D.C., situation a very important one, and I guess as you can see why a white woman is competing in her hometown of Washington, D.C.

For several months I have been studying the ways boards and colleagues work to exclude women from top jobs. Naturally, if the criteria says you have to have been a superintendent, that does it. If your qualifications are competitive boards—do not let you in for an interview but choose a less competitive woman candidate who cannot compete in the finalists, or if they let you in for an interview, then perhaps the race is wrong or individual and group procedures are employed tactfully to cut a woman out in the selection process. If a woman cannot get into the department of educational administration in a university in the first place, that also takes care of the matter.

Then it is difficult to get into a system as an administrator.

Thus I am saying that much research and work needs to be accomplished and disseminated to assist the States—schools, family groups, legislatures, courts, and businesses—at all levels regarding issues inherent in problems of women in a pluralistic society, and problems and procedures related to sex bias and stereotyping, especially motivation and economic aspects, and possible viable solutions and ideas.

In a recent salary survey conducted in the ASCD organization this past June itself, we found a significant difference in the salary between males and females in the same type of position in supervision and curriculum development.

What is being done to reeducate men and women?

Individual citizens and groups are working hard. However, use of mass means of communication is essential in this regard as the problem is tremendous regarding education and equity.

The United States is in a value dilemma, regarding women, her role, status, and equity.

Mrs. MINK. Thank you very much, Dr. Norris. We appreciate your taking the time to present your views and your testimony to the committee. I have no questions to ask.

Mrs. Chisholm.

Mrs. CHISHOLM. I don't have any questions either. The only thing I am going to say is that your testimony reinforces so much of what has already been said and we want to thank you very much for your appearance here today before the committee.

Dr. NORRIS. Thank you, Mrs. Chisholm. I think as the group in the country who are the workers in developing curriculum development—that is why we are here because we want to say to you the great necessity for this act and the kind of dilemma we as workers are in and we appreciate sincerely the kind of support this act will lend.

Mrs. MINK. Thank you very much.

The subcommittee hearings are recessed until tomorrow morning at 9:30.

[Whereupon, at 12:22 p.m., the subcommittee was recessed to reconvene at 9:30 a.m., Thursday, July 26, 1973.]

THE WOMEN'S EDUCATIONAL EQUITY ACT

THURSDAY, JULY 26, 1973

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EQUAL OPPORTUNITIES,
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to recess, in room 2261, Rayburn House Office Building, Hon. Patsy T. Mink presiding. Present: Representatives Mink, Clay, and Chisholm.

Mrs. MINK. The Subcommittee on Equal Opportunities will come to order.

We are pursuing again a continuation of our hearings on H.R. 208 relating to the Women's Educational Equity Act. We are privileged this morning to hear from Katherine W. Cole, project director, Resource Center on Sex Roles in Education. I believe she is accompanied by Diane McDonald of the Women's Caucus of the National Education Association.

We welcome both of you to our committee this morning. We have your testimony, and is it your wish that the report that accompanies your testimony be included in the record?

STATEMENT OF KATHERINE W. COLE, PROJECT DIRECTOR, RESOURCE CENTER ON SEX ROLES IN EDUCATION, WASHINGTON, D.C., ACCOMPANIED BY DIANE McDONALD, WOMEN'S CAUCUS, NATIONAL EDUCATION ASSOCIATION

Ms. COLE. I will leave that up to the discretion of the committee. I know it is voluminous, but I felt it contained a lot of materials that would be of value to the committee.

Mrs. MINK. I will ask counsel to examine it, and if we feel that it should also be included in the record we will insert it at the end of your statement, which will be included in toto.

[The information referred to follows:]

STATEMENT OF KATHERINE W. COLE, PROJECT DIRECTOR, THE NATIONAL FOUNDATION FOR THE IMPROVEMENT OF EDUCATION

Ms. Chairwoman and members of the Subcommittee on Equal Opportunities, by name is Katherine W. Cole and I am here representing the Resource Center on Sex Roles in Education, a project of the National Foundation for the Improvement of Education. The Resource Center is a national project carrying out three functions:

1. preparing materials that assist schools and community groups in the reduction of sex role stereotypes;
2. maintaining a clearinghouse of materials and resource persons working to reduce sex role stereotypes in elementary and secondary education; and

3. providing technical assistance for research, conference design and training to organizations and groups working to reduce stereotypes.

With me today is Diane McDonald, a teacher from Reston, Virginia and a member of the steering committee of the Women's Caucus of the National Education Association. We very much appreciate the opportunity to present this testimony in support of the Women's Educational Equity Act, H.R. 208.

During the past twenty years the concept of educational equality has been a major issue for public education. The impact of the 1954 Supreme Court decision of *Brown vs. the Board of Education*, has resulted in our addressing ourselves to some of the most obvious manifestations of racism. That struggle continues as we continue to identify the depth to which it is imbedded in our society. We now find ourselves addressing a second way that children are denied educational equality. Sexism, or the unquestioned, unchallenged, unexamined belief that one sex is superior to the other operates to deny more than 51 percent of our population the opportunity to develop their human potential. Like racism, sexism permeates all institutions of our society.

Schools, as the primary socialization tool which prepares children for adult roles, similarly reflect and reinforce these beliefs. Elizabeth Koontz summarizes the situation by pointing out that :

"Schools reflect the society that has tied woman's role as childbearer to every aspect of her person. Women should not hold traditionally male roles for fear that the family will break up; women work at lower paying helping jobs, such as nurse, secretary, beautician, teacher or factory worker. . . . As a result, women are trained from birth to use femininity to get their way, and learn at school that girls stay at home and can cry while boys go to work and cannot cry. The reality is that women constitute 51% of the U.S. population, make up 40% of the labor force, but earn only 59% as much as men."¹

If schools are to provide for the needs of girls they must move beyond opening educational opportunities as they have traditionally existed. Growing up equal is not growing up in the same ways but rather growing up with opportunities that permit each person to develop and grow in ways that are consistent with their values, culture and potential. Specifically, we are talking about equity which actively seeks to meet specific needs of women by moving beyond opening the traditional doors of opportunity.

Perhaps one of the best ways to examine the lack of equity in education today would be to review the "report card" for women's education that was developed by Nancy Frazier and Myra Sadker.²

LOSS OF ACADEMIC POTENTIAL

1. Intellectually, girls start off ahead of boys. They begin speaking, reading and counting sooner; in the early grades they even do better in math. However, during the high school years, a different pattern emerges and girl's performance on ability tests begins to decline. Male students exhibit significantly more I.Q. gain from adolescence to adulthood than their female counterparts.

2. Women make much better high school grades than do men, but they are less likely to believe that they have the ability to do college work.

3. Seventy-five to ninety percent of the brightest high school graduates who do not go to college are women. Of those who do enter college, they are less likely to finish than males.

LOSS OF SELF-ESTEEM

1. As boys and girls progress through school, their opinions of boys grow increasingly more positive and their opinions of girls increasingly more negative. Both sexes are learning that boys are worth more.

2. College women respond negatively to women who have achieved high academic or vocational success, and at times display an actual desire to avoid success.

3. Both male and female college students feel the characteristics associated with masculinity are more valuable and more socially desirable than those associated with femininity.

LOSS OF OCCUPATIONAL POTENTIAL

1. By the time that girls are in the fourth grade, their visions of occupations open to them are limited to four; teacher, nurse, secretary or mothers. Boys of the same age do not view their occupational potential in such restricted ways.

2. Women working full time earn less than men and the gap between men and women is increasing. In 1955 women earned 64% of what men earned, in 1970 it had dropped to 59%.

3. Even women in the same job category earn less than men. Of professional workers, women earn 66.7% of men's earnings, of sales workers 42.8% of men's earnings. In higher education, the gap between women faculty at the professor level is 8.6%. The mean salary of women public school teachers is \$9,216 and male teachers is \$10,013.³

The report card is applicable to all of our society. Family experience, mass media, institutional practices, personal attitudes, and community norms all contribute to women's education. Within public schools, however, we can identify numerous ways that sex role stereotypes are perpetuated.

TEXTBOOKS AND INSTRUCTIONAL MATERIALS

The functioning of textbooks and instructional materials as agents of socialization has been well documented in the work of Sara Zimet.⁴ Her analysis of reading texts indicates that readers, in addition to serving as instruments of instruction, also serve to convey socially appropriate behavior patterns and cultural expectations, social and economic values, and racial and sex role stereotypes with a general aura of authority and finality.

Lenore Weitzman's studies of sex role stereotypes in children's picture books and textbooks demonstrate the extent to which women are consistently either virtually invisible or portrayed as passive dependent, unstable, unadventurous, and weak.⁵ This finding has been replicated in numerous studies by various investigators; this image recurs in texts in all subject areas and in all educational levels.

Although publishers are now beginning to examine the operation of such stereotyping in their books and instructional materials, there is still a great need for basic developmental work in this area. Only limited progress can be made until a systematic program of educational research and development is identified and implemented, one which will place the concerns of women in a context of changing socialization practices. These are the problems.

The next question is what is being done to deal with these issues. The most accurate way that we could describe the national situation is that the educational community is at a beginning awareness of the problem of sex role stereotyping. During the past two years we have seen nearly every educational organization and group pass resolutions, publish materials, and begin to talk about the issues. More than thirty state and national conferences on the problems of sex role stereotypes have been held this past year. Studies of the pervasiveness of sex role stereotyping in schools have been completed in at least eleven communities and many others are underway or being organized.⁶ The encouraging part of this activity is that it is found in nearly every corner of the educational community from the Education Commission of the States, to State Departments of Education, to schools of education, to teacher associations and unions, to local chapters of NOW and WEAL and the multitude of other parts of the educational system.

During this year we have also seen a growing awareness and use of legal tools for redressing violations of sex discrimination. It should be pointed out that this has occurred in spite of the lack of action from federal agencies. As an example, even though several significant pieces of legislation prohibiting sex discrimination in education were passed during the first six months of 1972, no systematic effort to inform state and local school administrators and staff of their impact have been undertaken to date. For example, Title IX of the 1972 Education Amendments was passed June, 1972. State School Officers and local school superintendents were not informed of the legislation until February, 1973. To date, guidelines or regulations have not been developed for the legislation and federal and state department personnel have not been trained to enforce the legislation. When community groups have moved to file charges of discrimination against school districts, most administrators have had no understanding or comprehension of the legislation or the issues.⁷

Awareness can only be considered the first step in bringing about change in the opportunity structure. We now have to face the problem of developing programs which can systematically deal with the problems and provide the skills and capabilities for bringing about change. In this area we are facing a competency crisis. Few persons and organizations know how to deal with the

issues or have the resources for developing that competency. We must find a way to provide resources for developing that competency. This is going to cost money and H.R. 208 could go a long way toward providing the resources that will be required to deal with the problem.

The argument may be made that funds are available under other existing programs. Although a few projects have funded programs for women, they represent a miniscule amount of research and demonstration funds awarded by the U.S. Office of Education and the National Institute of Education. Given the current situation of increasing educational costs and a declining federal support of educational activities, it is naive to assume that systematic programs for increasing women's educational opportunities will be developed without specific designation of funds for these activities. H.R. 208 would provide funds consistent with the principles that have been found necessary for changes:

1. citizen involvement through a national advisory committee;
2. Openness to research demonstration and training programs for all persons of women's educational community;
3. opportunity for systematic funding and coordination of programs;
4. opportunities for programs related to specialized cultural, racial, or ethnic needs;
5. increasing supply and quality of counseling and guidance services.

We urge passage and funding of H.R. 208 for the betterment of all citizens and for moving toward provision of true equity to women.

FOOTNOTES

¹ Elizabeth Duncan Koontz, *Nea Reporter*.

² Acknowledgment is given to Nancy Frazier and Myra Sadker, *Sexism in School and Society*, (Harper & Row: New York, 1973), pp. 69-75.

³ *Research Action Notes*, Vol. I, No. 1, National Foundation for the Improvement of Education.

⁴ Sara Goodman Zimet, "A Rationale for the Inclusion of Aggression Themes in Elementary Reading Textbooks," *Psychology in the Schools*, Vol. VII, No. 3, 232-237.

⁵ Lenore J. Weltzman, "Sex-Role Socialization in Picture Books for Preschool Children," *American Journal of Sociology*, May 1971.

⁶ *Salaries Paid and Salary-Related Practices in Higher Education, 1971-72*, Nea Research Report.

⁷ "Survey of Sex Discrimination in the Waco Independent School District," Waco, Texas, Board of Education, 1973.

SEX ROLE STEREOTYPES PROJECT FINAL REPORT

PREFACE

The following report summarizes one year's efforts in examination of sex role stereotypes in elementary and secondary education supported by a grant from the U.S. Office of Education. Activities carried out under the grant represented an empirical approach for determining the present awareness and consideration being given to this issue. Data collection used traditional techniques of literature review but concentrated on involvement of individuals and groups currently working in this area. Organizations and groups were convened, not only to gather information but also to determine how their own efforts might assist changing present levels of awareness. The national conference provided a method for an exchange of information and a stimulus for similar state level activities.

Throughout the project the emphasis was placed on expanding the resources of the grant and incorporating activities within the existing programs of other organizations and groups. Although the grant was administered by National Education Association, the materials, conference design, follow-up activities, and continuing efforts are the result of more than fifty organizations and two hundred individuals. It is estimated that the total funds expended for the conference and follow-up activities were four times the amount of the grant. Special credit must be given to a core group of organizations and individuals who participated in ongoing meetings and eventually formed the Coalition on Equal Opportunity in Education. This group provided major input for the project.

The report is organized into two major sections. The first section is directed to the objectives of the total proposal. The conceptualization of the issues and the activities of the proposal are offered as documentation of the work and as a guide for groups who may be developing similar programs. The second section is a more detailed description of the national conference and the follow-up activities.

SEX ROLE STEREOTYPES IN EDUCATION

Introduction

The following report documents the activities and learnings of a grant from the U.S. Office of Education to the National Education Association for the development and implementation of a working conference on Sex Role Stereotypes in the Classroom. The proposal for the conference outlined four objectives:

1. To identify ways that classroom activities perpetuate sex role stereotypes.
2. To identify and utilize resources for change.
3. To develop materials for increasing teachers' awareness.
4. To initiate cooperative dissemination efforts among individuals and groups.

These objectives were to be met by utilizing a national conference as the focus of data collection, identification of resources, development of materials, and the stimulation of similar activities among individuals and groups.

The proposal for the conference was submitted to the U.S. Office of Education, January 1972. The impact of the women's movement had been felt in higher education by this time, but there was little activity in elementary and secondary education which reflected women's concerns. Delineation of the issues and identification of resources was a major task for meeting the objectives of the proposal. When the conference was held November 24-26, 1972, it was the first national conference on sex role stereotyping and the first conference to focus exclusively on women's issues in elementary and secondary education. The grant for the project was awarded for May 1, 1972, for a one year period.

PROPOSAL OBJECTIVE I

HOW CLASSROOM ACTIVITIES PERPETUATE SEX ROLE STEREOTYPES

A primary objective of the project was the delineation and identification of the ways that classroom activities perpetuate sex role stereotypes. Techniques used for this purpose included review of the available literature, interviews with experts in the field, group consultations with educators, feminists, and related groups, and participation in programs and conferences dealing with sex discrimination in other fields. It became apparent that the problems of sex role stereotyping could not be understood within the context of classroom activities alone. Any understanding of stereotyping must be placed within the context of the socialization experience provided by schools and the related institutions of our society.

As a result, the focus of the project activities was broadened to include all areas of school influence and effort was made to include individuals and groups related to other institutions of socialization. Throughout the project, several primary questions guided the activities:

1. How does the socialization experience for girls differ from the socialization experience for boys?
2. How do schools prepare children for adult roles and their functioning in economic, social, physical, and cultural roles of adulthood?
3. What is the relationship between our educational system and the unequal status of racial and ethnic groups, and women in our society?
4. How can individuals and groups begin to intervene in the socialization process and increase opportunities for optimal human development?

The socialization process

A child's socialization or preparation for carrying out age appropriate behaviors develops from three sets of factors—the inherent biological endowment, the development of an individual personality or ego identity, and the social group experiences of life.¹ The first two sets of factors represent variables that remain largely outside the influence of educational systems. The focus of a discussion of sex role stereotyping in schools, therefore, must be placed on the interaction between the child and the groups which form the life experience. Each group out-

lines and prescribes expectations and standards for behavior. Children learn to behave in ways which are similar to those of the people around them.

Children's socialization experiences may be very similar, such as those of two black females who grew up in rural southern U.S. communities. The difference may be extreme, such as the difference between an urban American male of English parentage and an Asian female living in a rural environment in China. The differences may extend far beyond individual likes and dislikes. They may include the ways we perceive the world, style of thinking, the ways we solve problems, and the things that we value as most important in life.

Every group within the society develops a philosophy or set of common beliefs, attitudes and values which are used as guidelines for individual and group behavior. Societies with little variation of social class, geographical environment and institutional influence develop a strong sense of agreement as to the "rights" and "wrongs" and the "desirable" and "undesirables" of life. In larger societies such as the United States, the shared experiences and agreements are lessened. Although membership in a national group will provide some similarities of experience, the socialization process will vary in terms of family, social class, culture, and community groups.

The first socialization experience for the child is provided by the family. Family child rearing practices most often reflect cultural expectations and standards for age appropriate behavior. In a sense, a "life script" or life style is developed for children and adults. This script is believed to provide the necessary learnings for economic, physical, psychological and social well-being of the individual and the cultural group.

The mechanisms for enforcing the learnings and insuring that the child becomes a part of the groups and the larger society seem to remain consistent across the various cultural experiences. Four basic needs assist the "teaching" the expectations and standards for behavior:

1. The desire and need of the child to obtain affection, regard, acceptance and recognition from others
2. The desire to avoid unpleasant experiences of rejection or punishment from others
3. The desire to be like people whom the child has grown to respect, admire or love (identification)
4. The tendency to imitate the actions of others (role modeling)

In these ways children are taught the appropriate behaviors for the roles that they will occupy throughout life.

Male-female distinctions represent the most common criteria for differential assignment of roles within a culture or a society. Historically, women have been assigned a secondary status in nearly every cultural group, although the pattern and extent of this secondary status varies.³ Socialization activities, have been designed to perpetuate that status and to prepare women for the secondary roles.

Both boys and girls have been prepared to carry out the prescribed roles and to avoid behaviors which would be associated with the other sex. These roles may have been appropriate to economic and social conditions of the past. The question to consider is, are they consistent with our urban, technological society and our democratic value system. It is time to reassess the ways boys and girls are channeled into sex stereotyped behaviors without consideration of their human potential and the changing requirements of our society.

An examination of the pervasiveness of the problem gives us some idea of the strategies which must be developed to promote any change. Betty Levy's essay on sex role socialization⁴ provides a framework for viewing sex differentiation throughout most cultures. The following, in large measure, is based on her research.

1. Sex-role behaviors are among the first learnings for children. Kagan's work indicates that the male/female distinction is clear to children as early as age two⁵ and other research suggests that by preschool age, children know their sex and the play preferences, behavior patterns, and expectations that adults hold for that sex.⁶

2. Sex roles become more stereotyped and restrictive with increasing age.⁷ The tolerance of cross-sex behavior is tolerated less as children grow older. Boys experience a greater degree of awareness of "feminine" behavior and tend to avoid those behaviors.⁸

3. The male role is frequently seen as the most desirable by children. Numerous studies⁹ document the increased desirability that children place on the male role. Masculine activities are seen as desirable and given high visibility and status.

Girls are encouraged to be tomboys, whereas boys are frequently punished for exhibiting feminine characteristics. Pre-school children indicate a belief that boys have more fun.¹⁰

4. Among adults, preferable status is given to males and male children are more highly valued than female children. Surveys indicate that males are more satisfied with their role.¹¹ This preference extends to children's sex where parents tend to favor boys.¹²

5. Acceptance of traditional sex role identity is related to positive psychological adjustment for males and poorer adjustment for females. Males who identify with masculine roles evidence better psychological adjustment than do females. By contrast, females who exhibit high IQ, creativity and originality are those who internalize cross-sex behavior, e.g., who have exhibited tomboy behavior at some point in their lives.¹³

The differential treatment of males and females in the society begins with a major value assumption, e.g., that women and their contribution to the society are inferior to men and their contribution. Variations of this belief and its manifestation in personal and institutional behaviors is called sexism. Perhaps the most amazing facet of sexism is the degree to which its operation within our lives is unconscious and internalized as a part of the natural socialization of boys and girls. The consequence of sexism is shared by all members of the society. For girls, the stereotypes and assumptions have limited their self-esteem, aspirations and contribution; for boys they have perpetuated unrealistic views of the world and denied them of the full range of human expression. Any effort to understand and change the role of schools in perpetuating sex role stereotypes **MUST** be considered and related to the transactional relationship among schools, community, and society.

Schools and sex role stereotypes

A primary rationale for U.S. public schools has been the provision of literacy skills necessary for a democratic system and the provision of equality of educational opportunity for all citizens. A major issue facing education during the past twenty years has been the increasing awareness that schools do not provide equal opportunity to all citizens. The 1954 Supreme Court decision of *Brown vs. the Topeka Board of Education* marked open acknowledgement that schools provided for non-white children did not meet the test of equality. We are continuing to identify and deal with the ways that racial and ethnic minorities are denied educational equality.

The past five years have witnessed the identification of a second way that children's growth is short changed. Sex role stereotypes or differential treatment of females and males, operate in ways that deny children the opportunity to develop their full human potential. Boys and girls are directed and "channeled" into traditional roles through the prescription of "appropriate" behaviors.

Schools reflect the local community and the general society. They are the society's most important socialization tools. Children are prepared to live in that society as it presently exists. Racial and ethnic minorities, and women represent less powerful groups in society than the dominant white male group and schools contribute to a "sorting" process which perpetuates their second roles. As the society deals with the questions of changing the total opportunity structure, we begin to see the incorporation of that struggle within the schools. Fifteen years ago it would have been difficult to find school textbooks and instructional materials which provided any role models for non-white children. The ferment of the civil rights movement has brought about change and today it is possible to find some degree of representation of the largest groups of non-white ethnic groups. A similar process is now underway as the society deals with efforts to modify the definition of appropriate roles for women. Much of the task of public schools must be to anticipate social change within our society and prepare children for living in a future society rather than the society that currently exists.

One of the most difficult problems in understanding public schools is the need to distinguish the *intent* of school programs from the *actual* outcomes. Reimer has identified four universal functions of schools—custodial care, social-role selection, indoctrination, and provision of skills and knowledge.¹⁴ In carrying out these functions, schools become effective mechanisms for social control, the perpetuation of conformity, dependence on others for learning, and social stratification.

Based on Levy's analysis of the actual outcomes of education,¹⁵ we can describe the gap between the professed goals of schools and the actual outcomes.

1. Although schools profess the promotion of equality of opportunity, they perpetuate inequality in our society. Schools profess learning as a purpose, but actually "teach" institutional conformity and non-thinking.

2. The curriculum, authority structure of schools and the policies of schools reflect social stratification and perpetuate stereotyped images of minority groups and sex roles.

3. Elementary school values are congruent with traditional demands of female sex roles. They reinforce obedience, social and emotional dependence, and docility.

4. Secondary schools further differentiate appropriate educational activities for boys and girls, placing more emphasis on girls' preparation for marriage and child raising.

5. Girls generally excel in elementary school programs due to the congruence of expectations with traditional feminine activities.

6. Underachievement of girls is evident in the drop-out at the onset of puberty. This results from the increased role conflict and the limited expectations of schools.

7. Schools evidence greater concern for the future of boys than of girls.

The cost of this limited socialization opportunity for girls is evident in the outcomes for girls. Nancy Frazier and Myra Sadker have summarized existing research into a "report card" education's impact on girls.¹⁶ Some of the points included in their report are:

1. Intellectually, girls start off ahead of boys. They begin speaking, reading and counting sooner; in the early grades they are even better in math. However, during the high school years, a different pattern emerges and girls' performance on ability tests begin to decline. Indeed, male students exhibit significantly more IQ gain from adolescence than do their female counterparts.¹⁷

2. Although women make much better high school grades than do men, they are less likely to believe that they have the ability to do college work.¹⁸

3. Of the brightest high school graduates who do not go to college, 75-90 percent are women.¹⁹

4. As boys and girls progress through school, their opinions of boys grow increasingly more positive and their opinions of girls increasingly more negative. Both sexes are learning that boys are worth more.²⁰

5. By the time they are in the fourth-grade, girls' visions of occupations open to them are limited to four; teacher, nurse, secretary, or mother. Boys of the same age do not view their occupational potential through such restrictive glasses.²¹

6. Decline in career commitment has been found in girls of high school age. This decline was related to their feelings that male classmates disapproved of a woman using their intelligence.²²

7. In a survey conducted in 1966 throughout the state of Washington, 66.7 percent of boys and 59 percent of girls stated that they wished to have a career in professional occupations. However, 57 percent of the boys and only 31.9 percent of the girls stated that they actually expected to be working in such an occupation.²³

If these are the educational outcomes for boys and girls, it is critical that we begin to examine the specific practices and ways that children are socialized into these behaviors. Examination of the practices of schools indicates that the messages of the appropriate role behaviors are transmitted to children in seven general ways:

1. *Textbooks and instructional materials:* Textbooks and instructional materials are designed to transmit knowledge and skills. They are equally effective at indoctrinating children in the prescribed behaviors through the selection and omission of life experiences.

2. *Teaching Behavior:* The behavior of teachers is the most critical dimension in the educational process, particularly in the elementary school. Their interaction with children in the classroom teaches children how to act, how other people will respond to you, how other people will treat you, and the expectations others have for your future development.

3. *School and student groupings:* One sex school and sex segregated groupings among children concretely demonstrate differential expectations for boys and girls. These are frequently seen in elementary school in reading groups, play groups, and classroom maintenance activities. In secondary schools vocational classes and interest groups frequently demonstrate stereotyped ideas of the appropriate roles for boys and girls.

4. *Physical education and health education:* Motor skills are in large measure, the result of practice. Many girls and boys are denied opportunity and encouragement to attain a healthy degree of physical development, to maintain physical fitness, to incorporate healthy concepts of sexuality, and to develop athletic abilities.

5. *Counseling and Guidance:* Counseling activities are usually considered as specialized functions of testing, vocational guidance, and assistance in dealing with personal problems or concerns. Counseling might be redefined as the affective portion of the school experience which is carried out by trained counselors, teachers, administrators and other students. Seldom has effort been made to optimize the supportive environment for all students.

6. *Women's Status in Education:* Role modeling is a primary method of socialization. When children are denied opportunities to see both sexes in a variety of roles, aspirations are channeled into "what is" rather than "what are my individual strengths and goals."

7. *Extra-Curricular Activities:* Extra curricular activities such as interest clubs and honors provide evidence of adult sanctions. They represent another powerful way of demonstrating the expectations of the school and the community.

In the following sections the implications of these socialization practices will be discussed as they operate in schools to deny equality of opportunity to all children. Although the focus of the discussion is the way that sexual stereotypes limit development, many of the same phenomenon operate with respect to racial stereotypes and social class stereotypes.

Textbooks and instructional materials

Textbooks and instructional materials are usually identified as the tools for teaching children reading skills, computation skills, and general information. Often we forget the degree to which these materials frame the range of experience for the child and define reality. Sara Zimet's work on readers demonstrates that textbooks pre-select and fashion children's view of the nature of American society. Sexual, socio-economic and racial stereotypes are incorporated into texts which convey a general aura of authority and finality.²⁴

Numerous studies of the image of women in textbooks have been conducted.²⁵ The common findings reveal that women are underrepresented as main characters in stories and illustrations, are shown as passive, dependent persons, are characterized as unstable and weak, and are labeled with negative terms. Lenore Weitzman's²⁶ work on children's books and textbooks demonstrates the extent to which these negative images predominate. When girls of minority group cultures are included in children's materials, the images are frequently even more sex stereotyped.²⁷

A survey of the research on textbooks conducted by Jean Grambs²⁸ moves beyond the content analysis of texts. She points out the limitations of the basic construction of language as it implies male dominance. Terms such as mankind, manpower, workman, etc., exist without feminine equivalents and imply a value hierarchy. As a result, the very structure of language defines a continuing source of sex stereotyping.

The importance of correcting sex bias in textbooks cannot be underestimated. Longitudinal research documenting the effect of reading materials on children's attitudes and behaviors is sketchy, but it does appear that books do have an immediate effect upon children's beliefs. Studies which used reading content as a means of changing children's attitudes toward specific ethnic groups and specific fears demonstrated that in each instance, attitudes changed in a positive direction with positive character presentations and in a negative direction with negative character presentations. Although these studies measured only the immediate paper-and-pencil responses of the children, a potential formative effect was consistently demonstrated.²⁹

A recent study of textbooks documents improvement of the images of minority groups in textbooks.³⁰ Women, however continue to be shown in stereotyped ways. Efforts are currently under way by textbooks publishers to correct some of the images of women.³¹ It is estimated that it will take a minimum of five years before non sexist materials exist in any quantity.

Interim solutions for dealing with the problem continue to be identified. Supplementary books and materials presenting positive images of women are being developed by non-traditional publishing groups.³² Creative teachers have been using simplified content analysis techniques to assist students in discovery of the ways that males and females are portrayed in instructional materials. A few

school systems are developing their own materials and involving teachers in this process. Teacher organizations are also dealing with the problem. The 1973 Yearbook of the National Council on the Social Studies is directed toward teaching multiethnic studies.⁴¹ NEA has published guidelines for evaluating textbooks and instructional materials.⁴² The American Federation of Teachers has provided encouragement and outlines for assisting teachers to develop supplementary materials. In many ways, these interim solutions provide an important demonstration of how problems can be used to improve the total level of instruction.

School and student groupings

The most obvious form of sex role stereotyping in schools is the segregation of boys and girls into different schools, classes or activities. Although there may be valid reasons for sex segregation, it is difficult to demonstrate that separate but equal programs are truly equal. Preschool programs that encourage boys to play outdoors and use play equipment that facilitates large muscle development, and provide indoor crafts activities and miniature kitchens for girls do not provide comparable experiences. Children may be drawn to differential sex segregated activities as a result of previous socialization. It is the responsibility of the school to increase the range of alternatives by encouraging all children to participate in the total program.

Elementary school programs continue "channeling" children by sex. Physical education activities frequently offer different activities for boys and girls. Classroom groupings may perpetuate assumptions that girls are "naturally" better in reading and boys "naturally" better in mathematics and science. Emphasis must be placed on individual achievement without reference to sex.

Sex segregation in classes is increased as children progress through middle school and high school. Physical education, sex education, home economics, wood-working, auto mechanics, typing, shorthand, welding, printing, and other vocational courses overtly or covertly limit the alternatives for boys and girls. In some school systems vocational and technical courses are listed "for boys" and "for girls."⁴³

This tracking of boys and girls not only reduces personal choice, but it must also be pointed out that the anticipated wages for the trades taught in girls' schools or classes is less than the trade taught in boys' schools.⁴⁴ The seriousness of this problem is highlighted when we consider the increasing probability that girls will be entering the work force (eighty-five percent of the high school girls today will be employed outside the home at some time) and the changing pattern of family stability (if present trends continue, one marriage out of every three will end in divorce).⁴⁵ The lack of comparable educational opportunity is, in large measure, the beginning of the earnings gap between male and female workers.

The impact of these practices affects males as well as females. Males who wish to develop artistic, dramatic, musical and literary interests are often discouraged and labeled as "sissies." Boys who would select vocations such as cooking or hairdressing may be denied training opportunities. The lack of "survival" courses which teach both boys and girls the basic cooking and mechanical skills perpetuates unrealistic views of sex role activities in later life.

Teaching Behavior

The most important factor in the elimination of sexual and racial stereotypes in education is the quality of the teacher.⁴⁶ The behavior of adults within the school system represents the most powerful influence for children's learning. The book *Pygmalion in the Classroom*⁴⁷ documents the importance of teacher expectations and the impact of self-fulfilling prophecies in the classroom. Teachers, like all other persons in our society, frequently operate on what Bem and Bem⁴⁸ have identified as the "nonconscious ideology" which assigns secondary status to women.

Teacher behavior with respect to sex of children has been a relatively neglected area of research. Studies of teacher behavior generally support that teachers interact more frequently with boys, particularly with respect to disapproving or controlling comments.⁴⁹ Jackson and Lahaderne conclude that boys have a more difficult time in school than do girls. "If control messages are crude measures of that difficulty, these sixth grade boys, as a group, have eight or ten times more trouble than do their female classmates . . . the experience of going to school is clearly very different for boys than for girls."⁵⁰

On the other hand, girls tend to excel in academic activities until approximately the seventh grade. From that point onward the loss of IQ gains and the higher female achievement rates continue a downward trend. Frazier and Sadker⁵¹ ex-

plain the seeming contradiction in terms of the differential behaviors of girls and boys. During the early grades the developmental advantage of girls operates in their favor. When children enter school, girls on the average are at least two years developmentally more advanced than boys. Further, their socialization has rewarded passive behavior which is very adaptive to mastering basic learning skills.

Boys exhibit more independent, aggressive behavior which may require a greater response from teachers. This independence, although requiring more control from teachers, also encourages self-reliant learning from boys and is particularly helpful after basic learning skills have been mastered. This independence and the reduction of developmental disadvantage makes it possible for boys to eliminate the previous achievement gap.

The impact of teacher attitudes and their impact on schools continues to influence the behavior of boys and girls. Girls' education is often consciously or unconsciously downgraded in its importance. It is expected that girls should turn their attention to future marriage and family preparation rather than career planning. These attitudes are bolstered by strong behavioral evidence. Although adult women constitute a large number of the teaching staff, they are seldom found in administrative or leadership positions within the school. Few teachers have been actively involved in the development of women's studies programs or other efforts to eliminate sex role stereotypes. Relatively few opportunities have been available for teachers to examine their assumptions, attitudes and values as they relate to sex role stereotyping.

If we are to make positive interventions into the self-perpetuating cycle of the transmission of attitudes, we must place future effort on the expansion research on teacher behavior, the development of preservice and in-service training programs for teachers, and the development of curriculum materials and teaching techniques which can assist the reduction of sex role stereotyping.

Physical education and health education

The primary objectives of physical education programs are to develop children's fitness and to encourage life-long commitment to maintenance of that fitness. The reality of most physical education programs is frequently quite different. Sex role stereotyping in school programs follows the pattern of increasing restrictiveness as children progress through school. During the elementary grades differences in boys and girls physical education are chiefly evident in the number of activities offered to boys as compared to the activities offered to girls.⁴⁵

In middle school and high school, not only do we see differences in the number of sports programs, but also in the proportion of public funds expended for these programs. A Michigan school district spent ten times as much on boys' athletics as girls' athletics and there was not reason to believe that this was unusual.⁴⁶ A similar ratio was found in a Pennsylvania district.⁴⁷ In Texas, one study indicated that approximately ten million dollars of public facilities were, for practical purposes, unavailable to girls.⁴⁸ A second Texas school district exhibited the same pattern.⁴⁹

Schools in the state of Washington further document the pattern. In a study of sixty junior and senior high schools, not one of the schools reported equal budgets for girls and boys or even a girl's budget which was 50% of the boys. The 10:1 ratio of expenditures seemed to prevail as a general benchmark.⁵⁰

Intercollegiate and inter-school competitive activities are severely limited for girls. In some cases, female star athletes are denied the right to coaching services and opportunity to compete.⁵¹ When women's inter-school sports are offered, they are seldom included in the computation of points for all-sports trophies.⁵² The cumulative effect of these practices may be seen in the observation that none of the female athletes competing on U.S. Olympic teams during the past eight years have received their training in public education programs.⁵³

Another manifestation of sex stereotyping practices in sport's programs include differential pay for male and female coaches. In some school districts women are not listed as "coaches" but as "intramural instructors." This listing epitomizes the status system in athletics. As instructors, women have less prestige, decision making authority, and influence within schools. They cannot negotiate the expansion of programs, use of facilities and greater equality in salaries.

Awards and incentives for girls' participation in sports is limited. Personal enjoyment is usually reported as the reward for girls' participation in athletics; whereas, boys are awarded school letters, jackets, certificates, trophies, and

athletic scholarships. As an example, one school in Colorado awards male members of the tennis team school letters and female members charms for bracelets. Women with talents, until recently, could not accept such scholarships.⁵⁴

Health education represents one of the most difficult areas in which to document sex role stereotyping. The content of health education may be provided in physical education courses, sex education courses, biology courses, child growth and development courses, etc. Seldom are students provided with a healthy understanding of their bodies or with realistic information for planning their lives. Information on reproduction, birth control, family planning, abortion, pregnancy and childbirth may be omitted, provided in sex segregated classes or covered in a sketchy fashion. Boys and girls need opportunities to understand the social, psychological and economic factors of health and a chance to incorporate sexuality as a natural part of life. Many of the myths and misunderstandings of the role of sexuality in life could be corrected at this point.

A specific example of sex discrimination in schools is found in the policies expelling pregnant students from school. Over 200,000 young women under 18 years give birth.⁵⁵ Most of them are forced out of school at the first sign of pregnancy. A 1970 survey of 17,000 school districts revealed that less than one third offered pregnant school-age girls any educational services. When they were available, they were segregated in special classes or provided with assistance for home study.⁵⁶

Eighty-five percent of these young mothers will keep their babies.⁵⁷ Those that marry in this age group are three or four times more likely to end up in divorce than all other age groups.⁵⁸ Among teenage mothers who remain unmarried, 85 percent go on welfare.⁵⁹ The price society pays for this form of discrimination may not be as openly acknowledged as other forms of sex discrimination, but it is nonetheless real in terms of human, economic and social cost.

Counseling and guidance

School counseling and guidance services hold out the promise of a primary intervention for meeting the career planning needs for boys and girls. This hope is quickly diminished when we consider the relatively small contact that most students have with trained counselors. A comparison of the ratio of counselor to student in twenty large cities reveals a range of 1 to 250 in Portland, Oregon to 1 to 794 in New York City.⁶⁰ It is further diminished when consider the effect of counseling on female students. A recent study reported in *AERA's Educational Researcher* documented the ineffectiveness of counseling with respect to women and motivation. It concluded that

Effects to increase motivation, such as special counseling and teacher attention, appeared to have little long-range effect on girls, whereas these same efforts seemed to have an immediate and relatively long lasting effect on boys.⁶¹

Traditional counseling techniques do not seem to be meeting the needs of girls, and no major effort is currently underway to develop adequate theory and techniques. Many groups refer to the need for aggressive counseling tools, especially for girls from lower economic levels.

Studies of counselor behavior similarly document the problem of sex role stereotyping. Several studies indicate that both female and male counselors have incorporated stereotypes as to the levels and types of occupations that are realistic and appropriate for college and non-college bound girls.⁶² Further, female counselors need for self-validation presents a consistent problem for their providing support in helping girls select non-traditional career goals.⁶³ The pervasiveness of sex stereotypes extends to the investigations of Broverman, Clarkson, Rosenkrantz and Vogel's study of clinicians views of mental health and healthy males and females.⁶⁴ Clinicians hold different concepts of mental health for men and women and tend to support the sex role stereotypes of our society. They were likely to suggest that healthy women are "more submissive, less independent, less adventurous, more easily influenced, less aggressive, less competitive, more excitable, have their feelings more easily hurt, more emotional, more conceited about appearance, less objective, and disliking math and science."

Counseling bias extends to tests and measurements used for guidance. One example is the Strong Vocational Interest Blank which was cited for sex bias by the American Personnel and Guidance Association. If the results of the test are scored in terms of male form of the instrument, an individual may be counseled to move toward becoming a physician, psychiatrist and psychologist. The same scores on the female form would suggest dental assistant, physical therapist, or occupational therapist as appropriate occupations.

School counseling programs tend to perpetuate many of the same stereotypes. Again, counselors should not be discredited for holding the same biases that other members of the society do. Rather, we need to press for the development of a research *program* which will identify the theory and techniques most appropriate for girls, the modification of pre-service and in-service training of counselors, the development of counseling tools which are more realistic for the changing roles of women, and the incorporation of vocational information into school counseling programs.

Women's status in the profession

The organization of professional services in education represents an ongoing source of sex discrimination and the role modelling of behaviors that perpetuate sex role stereotyping. The progressive restriction of women from the higher levels of responsibility and leadership becomes increasingly apparent when we examine the percentages of women involved in various aspects of education.

In 1970-71 women represented:

- 64 percent of all full time professional staff of public schools.
- 20 percent of the administrative and supervisory staff
- 67 percent of the teachers
- 21 percent of the elementary school principals
- 3 percent of the senior high school principals
- 47 percent of the counselors
- 99 percent of the nurses
- 91 percent of the school librarians
- 64 percent of the psychologists and psychometrists
- Less than 1 percent of the superintendents
- 5 percent of the chief state school officers⁶⁵

The increasing domination of males in administrative positions within schools has been an object of concern. The most frequent explanations of this phenomenon are based on assumptions of great economic needs of males and the presumed continuity of their career patterns. Studies which have raised questions about these and related explanations⁶⁶ do not seem to have had much impact in changing male administrative domination. Perhaps a more profitable approach would be to view male domination in terms of power relationships among groups in society and to trace the process of how male and female educators are "shaped" or socialized into acceptance and perpetuation of this pattern. Longitudinal studies of occupational socialization are a major need.

A woman has never headed the U.S. Office of Education and women's involvement in decision making positions has been exceedingly limited. At the present time the U.S. Commissioner of Education is male; his deputies and associates are male; only two women hold positions at the assistant executive level. The average grade level for women is GS 7; whereas the average grade level for men is GS 14.⁶⁷

Sex discrimination in the higher levels cannot be explained by the lack of qualifications. One fifth of the doctorates in education are awarded to women, and 13 percent of these doctorates were in the field of educational administration.⁶⁸

Similar patterns appear in teacher organizations. Leadership of both the National Education Association and the American Federation of Teachers is overwhelmingly male. Among state groups about eight percent of the state federations are headed by women presidents, and 20 percent of the state teachers associations are headed by women. The male dominated pattern remains whether consideration is given to total boards of directors, number of staff, or staff in top decision making positions.

Within elementary and secondary schools, the need for balancing the assignments of males and females is clear. Males must be encouraged to move into classroom positions, particularly in the pre-school and elementary schools. Females, on the other hand, must be recruited, trained, and moved into administrative positions. Only when equality is demonstrable within the experience of children, will it be a reality of education.

Extra-curricular activities

A subtle but important source of sex role stereotyping is found in the organization and sponsorship of programs provided for boys and girls outside the formal classroom. Most schools offer some activities to meet the special interests of children and to provide character building experience. Competitive

sports have already been discussed with respect to the ways that boys' activities represent greater variety and resources than girls'. It must also be pointed out that intramural programs for both boys and girls suffer from the focus on the inter-school competitions.

Members of the group studying athletic fund expenditures in Dallas estimated that 90 percent of the funds were spent on less than the 10 percent of the male students participating in inter-school team sports. The "star" athlete phenomenon limits opportunities for both boys and girls. Intramural activities provide a method of allowing both boys and girls to enjoy sports at their level of skill.

Other examples of extracurricular activities include clubs such as; aviation, photography, science, modern dance, and organizations which represent the school such as marching band, jazz band, chorus, debate team, etc., which may overtly or covertly limit or discourage the participation of one sex. An example of this "tracking" came to public attention in a national high school science program. Only boys were eligible for the program. After protest, the program was changed to include girls. Youth needs the opportunity to participate in a range of activities based on individual interest.

Honors, awards and special assignment of tasks are other ways of sex role stereotyping. More of this is seen at secondary school level in awarding of scholarships and awards but there are some evidences of it at elementary school level. Children are often placed in lines by sex; competitive activities (e.g. spelling bees) may pit girls against boys; specified halls and stairs may be assigned by sex; classroom tasks (e.g. delivering messages to the office, carrying the heavy equipment) may be delegated by sex; and school "safety" officers may be limited or assigned by sex. It is the cumulative effect of sex-differentiated behaviors that continues to provide sex stereotyped images for children.

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OBJECTIVE II

IDENTIFY AND UTILIZE RESOURCES FOR CHANGE

The first identification of sex role stereotypes in education began in higher education during the 1968-69 school year. Questions of employment discrimination and the omission of women's contribution and concern provided the focus for change. During the past five years most universities and colleges have initiated actions to include women in affirmative action plans for expanding employment opportunities, male-female salary differentials have been equalized by some institutions, and more than 1400 courses on women's studies are being offered in colleges and universities throughout the nation.

The values and leadership of the higher education community have little direct impact on the elementary and secondary education community. When the proposal was developed, federal legislation prohibiting sex discrimination in elementary and secondary schools did not exist. The primary interest in examining and changing early socialization practices of boys and girls was evidenced by small groups of feminists who had little contact with each other. Frequently, the organizational base of these groups was related to the general community rather than professional educational groups. Examples of these groups included the Emma Willard Task Force in Minneapolis, Minnesota; the Kalamazoo, Michigan Task Force on Equal Education; the Ann Arbor, Michigan Task Force; the New York City Chapter of NOW; the Berkeley, California Task Force; the Boulder, Colorado Task Force of NOW; etc. A major task for the project was to attempt to identify these resources and stimulate interest among groups where it did not currently exist.

Three techniques were used for this purpose—the group interview and consultation with individuals and representatives of groups, the development of regular meetings with representatives of national organizations and interested individuals, and individual telephone interviews. Each of these methods was effective in assisting with the continuing identification of resources and providing ideas and suggestions for the conference. More than 200 persons representing teacher associations, community groups, state departments of education, national organizations, higher education, feminist groups, government employees, students, and parents were involved in this process.⁶⁰

These pre-conference sessions were invaluable as a means of developing a general framework and planning the materials and design of the conference. General principles which evolved from these sessions were articulated and incorporated into the activities of the project. They provide general guidelines for any group wishing to develop programs on sex role stereotyping in schools.

1. Use of socialization framework

The initial plan for the project had focused narrowly on classroom activities with the hope of selecting a specific target for action. As the questions were examined, it soon became apparent that this was not appropriate for elementary and secondary schools. A major part of the curriculum is not related to the content of classroom activities, but is found in the hidden curriculum of teacher behavior and the general environment of the school.

Children arrive at school with internalized sex role stereotypes. Attempts to change these must be linked to the family and community. It is not helpful to argue where the responsibility for stereotypes originate in an effort to label "villains." Rather, it is important that we understand sex role stereotyping as a pervasive influence in all areas of life. Every individual and institution has the job of a continuing examination and identification of behaviors which perpetuate sex role stereotyping.

Change in schools is difficult under optimal conditions. It is extremely important that efforts are made to involve occupants of the various groups involved in schools and develop mutually supportive efforts if change is to occur. Community groups, teachers, administrators, school board members, students and parents can initiate efforts and make an effective contribution to change.

⁶⁰ See Appendix A for list of organizations.

The socialization framework was used as a guide for materials development; the design of the conference and the involvement of groups. It expanded the focus of the project activities from a narrow view of classroom activities to a perspective of the relationship between schools and society.

2. Inclusion and involvement of all racial and ethnic groups

The adage that we are prisoners of our own experience must be taken seriously. Frequently, we generalize from our experience and omit the perspective of different racial, ethnic and social class groups within the community. Sex role socialization varies within and among groups. Change strategies that might be appropriate for one group may not be appropriate for another. Efforts to initiate action should include the perspective of all groups in the community.

A common oversight is not to consider the full range of stereotyped behaviors and the prescription of roles. Racist and elitist beliefs and assumptions also deny children's rights to human potential development. Programs to change schools should maintain concerns of all groups working to change racist, sexist or elitist stereotypes. Change efforts must be built on the common areas of agreement, while, at the same time there is a recognition and acceptance of differences.

During the project an attempt was made to involve racial and cultural minorities, and spokespersons of various social class groups. Individuals and organizations with non-white perspectives were consulted and invited to participate in conference planning meetings. Some participated in the planning and implementation of the conference. Materials attempted to provide the points of view of various groups of women.

Throughout the experience several problems were identified. First, much of the articulation of women's issues has been made by white women who have been unaware of the other sources of discrimination and the ways that children are denied equality. Second, relatively few channels of national media are available for women of ethnic and cultural minorities to present their point of view. Materials development activities of the project included a search for non-white oriented materials on the socialization of women. Some materials were commissioned or located, but it is apparent that this remains a much needed priority for future development.

Lastly, it seemed that a number of forces were operating to assist "divide and conquer strategies." Many individuals and groups saw the movement toward sexual equality as antithetical toward efforts of racial equality. To some degree, this condition was a part of the general atmosphere or climate, but it must be given attention for any group wishing to reduce sex role stereotyping in schools.

3. Involvement and consideration of institutional structures

Any attempt to introduce change into school must include its incorporation in some existing regularity, behavioral or programatic.⁷⁰ Change must be woven into the institutional fabric and solidly incorporated into the behavior of all persons within the schools. This suggests that efforts should be made to "tune into" the programs and concerns of other institutions if progress is to result. It is critical that change efforts focus on specific tangible issues which can be resolved.

Priorities were given to identification of organizations which make up the educational community such as administrators organizations, teacher organizations, professional associations, community groups with interests in schools, student groups, etc. Contacts with these organizations focused on helping them to identify ways that they could begin to address issues of sex role stereotyping.

One of the learnings of the experience was the need for expansion of contacts with other organizations. It was also noted that the success of the contact was directly related to the specificity of the request for assistance or involvement. Many individuals and groups genuinely wanted to assist but were not clear how they move toward bringing about change.

Continuing activities for the identification and utilization of the forces for change is currently being carried out by the Resource Center on Sex Roles in Education under a grant from Ford Foundation. Any project in this area should plan time and resources for working with other organizations and the incorporation of action training.

⁷⁰ Seymour B. Sarason. *The Culture of the School and the Problem of Change*. Boston: Allyn and Bacon, 1971.

OBJECTIVE III

IDENTIFY MATERIALS FOR TEACHER AWARENESS

Materials on sex role stereotyping in elementary and secondary schools continues to be limited. Traditional methods of locating materials such as review of the literature and use of reference sources did not prove especially useful. The most fruitful source of identifying materials was the contacts with women's groups, other national organizations, and informal word of mouth communications.

Materials were collected from all identified sources. A few articles could be located in national journals or newspapers. The majority of materials collected were published by feminist groups such as Feminist Press and KNOW or remained in unpublished papers, studies, and monographs. An analysis of the collected materials helped to identify neglected areas. Once identified, project staff attempted to locate a knowledgeable resource and commission the development of materials. The most relevant pieces of material were selected for the conference publications. This general scarcity of material and proliferation of informal publications continues. Explanations for this phenomenon include the local nature of the studies of sexism in schools, the frequent omission of quality documentation in action projects, the lack of ongoing research programs, and the resistance of established media to publish articles on this subject.

A 108 page notebook of reading material was prepared and mailed to conferees before the conference. The objective of this notebook was to provide participants with some general sense of awareness of the problems and begin to direct their concerns to action planning during the conference. A second collection of "how to" materials was prepared for use during the conference. A listing of the materials used in these notebooks is given in Appendix B.

Conference materials have been distributed widely since the conference. More than 300 full sets of conference materials have been supplied to educators, conference planners, researchers, state departments of education and schools of education. Thousands of copies of brochures and the publication *51 Percent Minority*, a report of the Connecticut Conference, were distributed during follow-up conferences and in response to requests for information. One of the most successful methods of distribution of materials was through the project's assistance and work with professional journals. The December issue of the NEA journal *Today's Education* ran a 12-page feature on sex role stereotyping in schools. Not only did this reach the 1,300,000 NEA members but more than 15,000 reprints have been distributed during conferences and in response for information.

Participants attending the conference stimulated the development of articles which have appeared in the more than sixteen state and local publications. Project staff provided assistance to persons developing materials for national media such as *Sports Illustrated*, *Learning*, *American Education*, *Ms.*, and *Women Today*, *Kappan*, *AAHPER*. Reports of 9 follow-up conferences will also add to the general store of information stimulated by the project.

A continuing problem in the development of materials was the need to speak to the concerns of non-white women. A few materials were identified or developed to meet this need. It remains a priority for future work in this area.

Materials development stimulated by the project continues through other sources. Members of Feminist Press are currently involved in producing materials for teachers, students, community persons and administrators. The Resource Center on Sex Roles in Education is also developing materials for these groups. The NEA publications department is publishing a multi-media kit of materials for in-service training. It is clear that the impact of the project will continue to be felt in the future.

OBJECTIVE IV

TO INITIATE COOPERATIVE DISSEMINATION EFFORTS AMONG INDIVIDUAL'S AND GROUPS

Dissemination activities represented an integral function of the conference and the materials development activities. Two additional mechanisms were used for dissemination purposes. Regular group meetings of interested individuals and groups were initiated during the planning of the conference. This group later formalized itself into the Coalition for Equal Opportunity in Education. The primary function of the group is to share information about common concerns and to provide a mechanism for continuing identification of persons with similar

interests. Perhaps the most valuable outcome of this activity has been the stimulation of regular contact among individuals and groups involved in the Coalition.

A second dissemination vehicle was carried out in the conference follow-up activities. A total of twelve conferences or programs were directly or indirectly assisted by the project. Project staff provided assistance with design of conferences, conference materials, identification and provision of speakers, and provision of workshop leaders.

Conferences held to date include those in: Boston, Massachusetts; Seattle, Washington; Portland, Bangor, and Presque Isle, Maine; Fort Wayne, Indiana; Hartford, Connecticut; Little Rock, Arkansas; Houston, Texas; Tallahassee, Florida; Austin, Texas; and New York City.⁷¹

SECTION II

CONFERENCE ON SEX ROLE STEREOTYPES—EDUCATION FOR SURVIVAL

Why a conference?

The original proposal for the project identified a national conference as the vehicle for achieving its objectives. The rationale for this included:

1. Primary leadership for changing sex role stereotypes was coming from multiple sources working largely in isolation from others with similar interests. A national conference could identify these groups and provide an opportunity for exchange of information.

2. Little published information about theoretical concerns or action strategies was available. The conference could provide a means for data collection and for evaluation of strategies for dealing with sex role stereotyping.

3. Change in sex role stereotyping will result from the combined efforts of teachers, administrators, students, parents and community groups. The conference could provide a common focus for the involvement of representatives of each of these groups.

4. A necessary first step for change is increasing the general level of awareness and demonstrating ways which others can deal with the problem. The conference format represents not only an educational vehicle, but also could demonstrate ways that participants could continue similar activities.

Conference theme

Conference planning sessions suggested the need for the development of a common framework for viewing schools and the ways that sex role stereotypes are perpetuated. The conference theme "Education for Survival" grew out of the conviction that the goal of education should be to prepare children for optimal physical, economic, political, cultural and psychological survival. The survival needs of children differ according to sex, race, ethnic group, and social class. Schools must provide an education matched to the survival needs of the individual child. Equal opportunity cannot be served when the same education is provided for all children.

Five vehicles used by schools for meeting children's needs were identified:

1. Curriculum: the total of the formal skills and knowledge that is transmitted to children

2. Teacher Behavior: the behavior of teachers, administrators and the general environment represent the "hidden curriculum" of schools.

3. Physical education and health education: Activities which assist in the development of healthy bodies, an understanding of how to maintain healthy bodies, and positive body images.

4. Counseling: the sum total of activities that form the affective portion of the curriculum.

5. Extra-curricular activities: the activities which represent the interface between societal expectations and the school experience.

A grid for analysis of the ways that these vehicles contribute to or deny preparation for survival was developed and used as a concept in designing the conference. (Figure 1) The Conference program was organized under the same general areas. (Appendix F)

⁷¹ For a detailed description of these conferences (sponsorship, theme, and contact person) please see pages 82-84.

FIGURE 1

MODEL FOR ANALYSIS OF ADEQUACY OF SCHOOLS PREPARATION FOR SURVIVAL NEEDS

| Adult roles, survival needs | Curriculum | Teacher behavior | Physical education, health education | Counseling | Extracurricular activities |
|--------------------------------------|------------|------------------|--------------------------------------|------------|----------------------------|
| ----- | | | | | |
| Political survival..... | | | | | |
| Psychological/cultural survival..... | | | | | |
| Physical survival..... | | | | | |

Conference participants

If a casual observer had wandered into the Airlie Conference Center near Warrenton, Virginia during the 1972 Thanksgiving weekend, he or she would have had difficulty guessing the purpose of the conference. More than 191 persons were involved in the various conference activities. Participants represented a spectrum of age groups, racial-cultural groups, and professional and occupational groups. Sixteen percent of the participants were male and thirty-five percent of the participants were members of racial and ethnic minority groups. Teachers, administrators, governmental employees, students, staff and representatives of teacher organizations and community groups provided a lively variety of perspectives.

Leadership was shared among a variety of individuals. The Conference Highlights provided in Appendix C gives a listing of major speakers and workshop leaders. The design of the conference had sought to bring together much of the national leadership with interest in this area. A continuing problem was the lack of time for full utilization of the talent represented at the conference.

Conference site

Airlie House, a conference center located in a beautiful Virginia country setting, was selected to meet the conference requirements for numerous small group meeting rooms and for its distance from distractions of the city. Meals and most conference sessions were held in the main building of the center. Sleeping accommodations were conveniently located in nearby buildings.

CONFERENCE ACTIVITIES

Speeches and presentations

The Conference opened with remarks from NEA leaders, Margaret Stevenson and Samuel B. Ethridge, and from Louise White, Director of the Teacher Corps, U.S. Office of Education. Conference activities attempted to provide a variety of presentations. The primary framework for the conference was provided by a panel presentation on Education for Survival. Speakers for this presentation included Elizabeth Koontz, Director, Women's Bureau, U.S. Department of Labor; Celeste Urlich, Vice President, AAHPER; Michelle Russell, Cummings Foundation; Florence Howe, Feminist Press; Celicia Suarez, National Chicana Foundation. Copies of their remarks are provided. Small group discussions were utilized for getting acquainted purposes and providing opportunities for formulating questions for members of the panel.

Workshops

A total of twenty different workshops were provided during the conference to encourage active involvement of the participants. In addition, time was made available for non scheduled meetings of participants sharing similar interests. The scheduled workshops included:

Education Association Involvement (Cora McHenry and Kate Kirkham).—

An examination of ways that education associations can move towards reducing racial and sexual stereotypes in schools.

Racism and Sexism (Michelle Russell).—An analysis of racial and sexual stereotypes which affect our behavior.

Analyzing Instructional Materials (Sara Zimet).—How you can analyze the stereotypes of textbooks and instructional materials.

Non-Sexist Early Childhood Education (Nora Allemany).—Ways of reducing sex stereotyping in early childhood education.

Consciousness Raising Techniques for Changing Schools (Rogie Bender and Joan Bartl).—Ways of spreading the message to others.

Curriculum for Teachers (Florence Howe).—Practical ways teachers can learn non sexist education content and techniques.

Institutional Sex Role Stereotyping (Gail McLure and John McLure).—Outline of a system approach for change.

Students and Sex Role Stereotyping (Claire Fulcher)—Programs for meeting students concerns and needs.

Community Involvement (Naydene Paysoure).—A look at how community groups can assist change in schools.

Happenings in Your Head (Verne Moberg).—Ideas for raising awareness of sex role stereotypes.

Women in Education (Suzanne Taylor).—Status of women within the educational profession.

Use of Media for Community Action (Ann Grant)—Demonstration of multimedia techniques for increasing community awareness.

Experience Based upon Career Exploration (Jan Birk and Faith Tanney).—Helping high school girls plan their careers.

Identifying and Changing our own Sexist Behavior with Children (Betty Levy).—Ways that we transmit sex stereotypes to children in the classroom.

High School Curriculum (Cynthia Eaton and Carol Jacobs).—A model of women's studies for high schools.

Affirmative Action for Education (Althea Simmons).—Writing affirmative action plans for school systems and institutions.

Legal Tools to Fight Sex Discrimination (Charlotte Hallam).—Existing legislation that prohibits sex discrimination in schools.

Women's History—Her Story (Martha Gershun).—Social studies curriculum for high school students.

Media presentations

Five media presentations were interspersed throughout the conference program. They provided important content for the conference and a demonstration of the variety of ways that awareness can be increased. These presentations included:

Sex Role Stereotypes of Textbooks.—A slide show by Lenore Weitzman. Lenore Weitzman was then in the process of completing a study of the textbooks that are used by schools throughout the nation. The books studied included reading books, science books, spelling books, and mathematics books. This well-documented slide show graphically demonstrated the prevalence of sex role stereotyping in textbooks and other instructional materials.

Free to Be You and Me—Non-sexist record presented by Letty Progrebin. The Ms. Foundation had just completed the development of a non sexist record entitled "Free to Be You and Me." Letty told of Marlo Thomas' leadership in development and production of the record and played portions of the material for the audience.

Sex Stereotyping in Children's Readers—A slide show by the Women on Words and Images. The Women on Words and Images have provided national leadership in their study of children's readers. This slide show demonstrated some of their findings and techniques of raising consciousness.

Our North American Forcmothers—A slide show by Ann Grant. Ann Grant spent months researching the contributions of North American women. This excellent slide show presented her findings and demonstrated a most effective method of supplementing present curriculum materials.

"Dick and Jane"—A slide show by Corrine Perkins. Corrine Perkins, a teacher in Iowa City, Iowa, demonstrated how teachers could conduct their own studies of textbooks and use them as effective methods of in-service training.

SEX ROLE STEREOTYPES

KEYNOTE SPEECH

(By Louise R. White)

I am reminded of a statement by a president of the League of Women Voters. She said, "I think there may be one thing more valuable than an idea in its time, and that is an idea in action, an idea made to work by the efforts of people working together, making a commitment and taking the concrete steps to bring the idea into effect."

Of the present 1,138,400 elementary school teachers, 961,500 are women. This is a fantastic resource for the furtherance of refined objectives especially for the analysis of sex roles and forced stereotyped behavior. However, one quickly finds that eight out of ten principals are men. At the high school level the number of men and women teachers is about equal, but 97 percent of the principals are male. If these figures are valid, then we as women must share the brunt of perpetuating the differences between the expectation and aspiration levels of boys and girls.

The day has passed when education can afford to stress specific learning roles according to sex. Today's educational system has taken on many of the features of a technological industry. We can assume that the process of educating people for survival is becoming the most important ingredient in our society as we move toward the 21st century.

Education in the past has sought to prepare the individual for sex roles for working in an industrial and post-industrial society. This tradition, however, has given way to a new and more realistic one in which the education of the individual is a multipurpose task focusing on the whole child in the context of the whole society. We now educate the person, regardless of sex, to become more creative and productive.

Certain educational conventions still exist, however, that stereotype women and minorities by limiting interaction, and by reinforcing beliefs of their lesser ability and value. These conventions constitute a negative "hidden curriculum" which shapes the interests and concerns of children from a very early age. By the time they are in the fourth grade, girls' visions of the occupations open to them are often limited to four: teacher, nurse, secretary and mother. The self-fulfilling prophecy also exists within many classrooms. What the teacher expects is usually what the teacher gets. If she expects the girls to be quiet and non-assertive, the teacher generally gets quiet, non-assertive girls. If girls are expected to excel academically, they usually do. This is a very positive element in a classroom if a teacher has expectations, but when expectations include unquestioned obedience from girls, or poor academic performance from boys, such predictions become very harmful to the child.

One must also explore the facts and fictions of stereotypes. In a recent survey conducted by the Institute for Social Research at the University of Michigan, some sex differences related to attitudes were explained by the researchers as being the result of childhood socialization practices which "discourage the training of girls to work on their own." That research showed a significant difference between men and women in their desires to be free to decide how to do their jobs. The men attached greater importance to such freedom. Also, women were less concerned than men about getting ahead on their jobs. Significantly more women than men said that they never wanted to be promoted. The study discovered that women's attitudes toward promotion were strongly tied to their expectations of being promoted.

Since these questions have serious implications for education, it would seem inappropriate to examine those deficiencies which lead to human failure, and to begin to develop alternatives. Education should redirect itself to support women and minorities to develop fully their potential and to utilize it.

As we deliberate during this conference, it is my hope that we will examine those conditions under which meaningful educational change can occur. Among the many possible ideas to consider, let me suggest at least three requisites for meaningful change:

1. Recognition that all intelligence does not originate at the university, but that some emanates naturally from within the community to form a richer hybrid of learning.
2. A "freeing of the atmosphere" by educators with respect to what skills go best with which sex. Survival is dependent upon enlargement of our own understanding of past achievement and progress. Life is dependent upon a more thorough search for alternatives which will include all people regardless of sex, race or creed.
3. The ways in which NEA can continue to impact the activities of the U.S. Office of Education with specific input toward shaping its activities.

We will have taken a giant step toward educating the children of our country for survival when the produce of education becomes more important than the container, when the educational atmosphere has become flexible enough so that females can make educational choices without fear of being stigmatized, and when educators can admit that there are many unexplored avenues to educational development.

EDUCATION FOR SURVIVAL

(By Elizabeth Koontz)

Prison uprising, drug addiction, alcoholism, suicide, poverty, hunger, welfare, job dissatisfaction, unemployment, underemployment, campus unrest, political decision—what to do these words bring to your mind?

Educators can do more about these problems than they realize by examining some of the schools' contradictions. Schools profess to promote equality of opportunity and the search for truth, with learning for living as one purpose. This must be examined in terms of processes, structures, practices, and the assumptions of educators, school boards, and parents.

The Women's Bureau was established 52 years ago at the instigation of women who deplored the conditions under which women and children were forced to work in factories. The Women's Bureau and the Children's Bureau were established by Acts of Congress.

Today we seldom hear of violations of the child labor laws, but only in recent years has concern been expressed about eliminating discrimination against women. What has brought this about? Two events have promoted the movement toward equal opportunity of the sexes: the influx of women into war industries during World War II, and the civil rights movement of the '60's. The youth culture has also played a significant role by changing lifestyles for youth and adults.

Schools can be a vital change agent. But if individuals are to expect economic, psychological, cultural, political and physical survival, the schools themselves must change. The attitudes of educators, school boards, communities and politicians who control school funds, must change. Curriculum, methodology, textbooks, policies and practices and focus must also change.

Why such emphasis on the schools? Simply because the school system is the institution through which we expect all citizens to gain knowledge of the traditions, mores, and culture they are to perpetuate. If that system perpetuates biases and prejudices that limit development of one's self concept and ability, it must be examined to ascertain the reasons for failure, and it must take corrective action.

Let's look at some of the problems:

Education is expensive, and will grow more expensive in the future. People want to "get their money's worth". When you mention "welfare" you get different reactions. Much emotion accompanies expressions such as "taxing me to support those who won't work and live better than I", or speaking of minorities as "lazy, shiftless, and not wanting to accept work". What contributes to this condition is the political process. What do schools have to do with this?

Schools prepare one to cope with the world in which he or she lives and will survive. Notice that I said, "he or she". That's first. Our language can determine a whole chain of events, decisions, policies and kinds of behavior. The implications become quite evident when generic uses of "he" become literal translations for preferences, or for success or failure. Females make up more than half of the population, but we regard them as secondary in most instances, and schools reflect that status.

Schools reflect society to a greater extent than they develop society's attitudes. Although we have become an industrial country, we have not progressed much beyond the limited ideas about women assigned by the previous agrarian society. We still have "women's work" and "men's work" even though mechanization and automation have changed and virtually eliminated men's heavy and rough work. Parental care of children has been almost completely assigned to women as a carry over from earlier days when women were required to work at home. Men worked outside the home to provide food, shelter and fuel. Despite the fact that all male duties of the home have been so modernized that women can now take care of them, little has been done so that the women can share the child-rearing responsibilities with men. Herein lies most of the problem.

Somehow our society has tied women's roles as childbearers to every other aspect of her personness. We determine from this fact our rationale for the following decisions:

1. Women should not be permitted to hold jobs traditionally performed by men because families will break down if women work. That means women can cook, clean, plow, run tractors, repair machinery, drive cars, haul children, groceries or furniture, but they must not work at the same jobs for pay, or in competition with men.

2. Women should work at such jobs as nursing, caring for children, waiting on others, teaching, or in certain departments in factories. In industry that means women should stick to the jobs that have been broken down so that the pay could be reduced and women encouraged to take them.

3. Women should receive training only for those kinds of jobs associated with homemaking and improving their attractiveness, unless, as during World War II, they are asked to do non-traditional jobs that pay well and include child care facilities. That means women can do any kind of work when they are really needed. But when women need to work at better jobs, they should be protected against themselves and kept out of competition.

4. This suggests that every woman needs more protection than a man from certain jobs because woman's contribution is made when she is a good wife and mother, and cares for the family's needs, and when she is a noble servant. This means that a woman should get a man and bear children and take care of the home for which she will be rewarded with care for the rest of her life and not need to worry about the problems of the world.

5. Woman is trained from birth to use her "femininity" to get her father's favors and copy her mother's way. She is to sit still and look pretty while boys play rough games. She is rewarded for being quiet while boys are rewarded for being assertive. For performing her household duties she will receive compliments such as "I don't know what we'd do without you." This means women are supposed to wait on others who are grateful for not having to do anything that smacks of boredom, routine, and drudgery.

6. Girls attend school where decisions are made, and attitudes derived from the role she is expected to assume as an adult. In nursery school both sexes learn which toys are for each, and that boys give the orders and girls take the orders. They learn that fathers go to work and mothers stay home, take care of the house and the children. Fathers know how to do many things, but mothers can only "mommy".

Throughout the grades, school books portray girls and women in the limited roles of housewife and mother, or performing at the orders of others, are passive, with no opinions of their own, and usually asking the males for opinions and answers. Girls are not supposed to have the brain power to do arithmetic. That is a man's subject. She learns from teachers and counselors that she should concentrate on getting married and being a good wife; therefore studies are necessary just for getting a diploma. Learning to type is something to "fall back on" until she hooks that man. Boys are led to believe that they are superior at learning math, science, physics, and the solid subjects, and that only a sissy would be interested in learning to cook, sew, iron, or do hair.

The curriculum has reinforced myths that educators cannot explain rationally. You read or hear:

"It is our philosophy that every person deserves the opportunity to develop to the full extent of his potential and ability."

Therein lies the trouble. Remember the generic use of "he" or "his". Schools have predetermined what the potential is for a boy, or a girl, and have categorized all in each sex as being alike and completely different from the other sex category.

Now it is time to look at reality. Fifty-one percent of the population is female, and women make up 38% of the work force. They receive earnings much lower than men's because of the kind of work they do, and because of discrimination in pay for the same work. This is under attack now, and discrimination on the basis of sex is clearly illegal. Some 35 million dollars have already been awarded in back pay because of violations.

Women work because of economic need, not for fun and luxuries. Two-thirds of the women working are single, divorced, deserted, widowed or married to men earning less than \$7,000 a year. Women are heads of families. Of the 51 million families in the U.S., one out of nine is headed by a woman. Among minorities, this rises to four out of 10. And women work even when they have children under three years of age.

Only a small percentage of women are managers, or even skilled craftspeople. They are seldom doctors or lawyers. And though they are teachers, they are seldom principals or superintendents. Why? Mainly because of sex stereotyping that schools permit and even perpetuate.

But stereotyping does not end there. The sex roles assigned by minority cultures prohibit women's economic independence because the majority culture has set forth certain characteristics for males and females based on myths.

One of these myths is that the wife does not work. This is not realistic. The fact is that the great middle class of this country exists because both husband and wife have worked for many years, and still do. But the myth persists, and minorities suffer from the weight of what is prescribed in order to be called a "man". He must be able to support a family singlehanded. Minorities in general need the combined incomes of all adults in the family to attain a decent level of existence. So do many families among the white majority, but the minorities do not know this. Another proof of manhood is associated with the ability to produce children. This becomes part of the larger population problem when women are taught that bearing children is their greatest contribution. What will the schools train women for if the problems of natural resources and population control must be dealt with?

You might think of the needs of our society in urban planning, management of social institutions, crafts, services of all kinds, and ask: "Why are we selecting from only a small segment of the society the ones to be trained, employed, or recruited for special responsibilities?"

Do the schools know the needs for survival of the difference sexes, or of different groups? Do the schools ignore some of the signals? The signals are prison uprisings, drug addiction, alcoholism, depression and mental illness, job dissatisfaction, divorce rates, underemployment and unemployment and its relationship to such crimes as prostitution where the seller goes to jail and the buyer goes free. We need to ask what the schools might be doing about these problems and their causes.

If the schools hamper one's chances for survival, I don't believe it is intentional. So since it is happening, largely from ignorance, insensitivity or unawareness, why not begin now the plans to do something about it all over this land.

Finally, we must ask what the schools are doing to make each individual feel good about herself, or himself, even though our living conditions are the result of discrimination.

SCHOOLS AND ECONOMIC SURVIVAL

(By Michelle Russell)

Economic survival does not come about by accident. It requires a constant struggle to keep up with changes in the labor market. We have experienced major shifts since World War 2 which have resulted in job stratification and a general atomization of the work force. Rapid technological change has brought with it impersonalization, alienation and isolation, particularly for those at the lower end of the economic ladder. This would include most members of racial and ethnic minorities and women. It would also include a large segment of the labor force described as lower class.

If we examine the major problems of our society we can see that they are basically economic in origin. I am referring to the problems of racism, sexism and classism, or elitism. And these are the problems our educational system is not able to cope with unless it undergoes drastic changes. At present the schools are not able to respond realistically to the needs of young people.

The schools present white middle class students with an increasingly regimented, stratified and accelerated curriculum that keeps them in the school's custody and out of the labor market for a longer period of time than necessary. These students experience isolation and a receding structural relationship to society. They find their identity and worth as "youth" in nonproductive meta-physical areas. Thus, they remain children.

At the same time Black youngsters are categorized by the schools as deviants, dropouts, pushers, and junkies, destined to become criminals. This is equally non-productive and antagonistic to the social order. The minority students are not prepared by the school to deal with teachers and careers, but rather with cops, ambulances, and oppressive environments. These students are tracked by the school into an equally stratified labor market—into hard, dangerous jobs with a high turnover or, in the case of gifted students, into professional employment that isolates them from their own people, or into social work which bolsters the dependent relationship of their people to the government.

White men in power have been tracking us as women from the day we were born, and they will continue to do so. Women in the labor force are concentrated at the bottom of the system. When they predominate in an industry, such as the textile industry, the managers are men. Other types of jobs open to them are

mainly in the social service sector or in "paper pushing." We are tracked into jobs that help maintain the stability of the economy, not into expanding areas in which there is room to grow. The characteristics required for the jobs we do are those characteristics that are looked down on, and which increase the tendency to keep us in our place. But these are the same qualities that help us to survive. This is the reality that we live with.

The schools track women students into maintenance and socialization work—as cooks, maids, nurses, secretaries, and teachers—for which society does not pay well.

If we are to face up to the problems of racism, sexism and classism, each of the groups with no power must begin by defining their own identity. The Black movement of the '60's took this route and used it successfully. Even though some hostility was generated, and competitive forces were unleashed, it did result in a considerable gain in power. Teachers can be a vital link in helping to eliminate racist, elitist and sexist practices in the schools and in society, by focusing on the survival strategies of each group presently lacking sufficient power to control their own destiny.

BUT I AM MY BODY—SCHOOLS AND PHYSICAL SURVIVAL

(By Celeste Ulrich)

Descartes suggested "*je pense, donc je suis*," however, I would seek to convince you that "I am, therefore I think, and feel, and act." Schools, and even societies, have subscribed to the notion that the real person exists within a temple of muscles, nerves and organs called the body, the preservation of which fosters survival. ~~My survival depends upon the behavior I manifest as I reflect the~~ doing, feeling and thinking domains of the totality which is me.

The idea that "I am my body" is not easily accepted by the institutions of formal education, nor is the plea of physical educators that we must foster physical survival. Education, which has bowed to reason and idolized cognition, has only recently considered the totality of the individual, and recognized that the learner must feel and do, as well as think. Only through such a holistic approach will relevant education be found.

Physical educators have always endorsed holism. As we have attempted to understand the art and science of human movement, we have depended heavily upon activity to sponsor feelings and understandings. But, because action and concern do not always stem from cognition; physical education has often been a step child of the formal school curriculum. The traditional curriculum has usually assumed the responsibility to reflect society as depicted through rational understanding.

Education is expanding, and has already started to assume more societal responsibility. The schools which reflect the social scene also reproduce stereotypes of the real life social drama. They overtly stereotype roles with regard to racial, religious and economic patterns, and they covertly and malignantly stereotype persons by sex-oriented expectations. Sex role stereotyping has seldom been recognized, even by the individuals against whom it discriminates. It is a malignancy because it endorses the fallacious idea that over 50 percent of the world's population are to be treated as second class citizens—of less worth and of whom less is expected. The female has come to fulfill the prophecy which has been set for her.

The most highly valued American attributes are those reserved for the male. The research of Rosenkrantz, Broverman, Reisman, Griffin, Maccoby, Horner and others, has all demonstrated that traits identified as feminine are valued less than the masculine. The masculine image is considered synonymous with the image of the healthy adult person. We sanctify our reasoning via theories of biological determinism, historical revelation, God, male dominance, ego satisfaction and personality development. Freud depicted the female as dependent, passive, fragile, non-aggressive, non-competitive, empathic, sensitive, yielding, receptive, supportive and emotionally liable. The male is depicted as independent, aggressive, competitive, task oriented, assertive, innovative, self-disciplined, stoic, active, analytical, courageous, confident, rational and emotionally controlled.

The terms used to describe the behaviors associated with masculine role fulfillment stem from concepts of physical strength and endurance—the two traits in which the average male bests the average female. Gender identified traits

reflect relative values in strength and endurance, an abundance of which has always been assumed valuable.

Very little research is available about female strength and endurance. Evidence is accumulating, however, to show that the strength differential is greater within each sex than between sexes. A number of women are stronger than a great many men, and many men are less enduring than some women. The day may be approaching when a woman can aspire to values treasured for all healthy people without being considered unfeminine.

Many assumptions about the relative strength and endurance of men and women are based upon adult mean scores, and may not apply to real boys and girls. The 100 best athletes from a school of 300 boys and 300 girls would contain a high percentage of females. Thus, the restrictions placed upon women in developing their fullest potential do not have a sound physiological rationale. Instead, they reflect a moral vendetta and stereotyped sex roles. The Olympics contained women who are not ashamed to be strong. The Sherpa bearer who accompanied Edmund Hillary when he climbed Mt. Everest was a 90-pound, 18-year-old female who carried equipment weighing close to 150 pounds.

To insure the idea that women must never get "out of hand", a determined effort has reinforced the weak and fragile concept of femininity. One ridicules the Amazon to teach what happens to girls who muscles bulge and whose behavioral patterns cater to aggression and drive. To bulge from excess mammary tissue is one thing, but to bulge from muscular tissue is another. As females reinterpret their roles, they find out that strength and endurance are not unfeminine and that bulges can be controlled. Women who affirm their bodies are beginning to feel comfortable with assertive roles and with personality characteristics of strength.

Because the internalized feelings regarding strength and endurance are so basic to our interpretations of the stereotyped sex role, it would appear that departments of physical education might act as change agents within the schools. However, blatant sexual discrimination has been most rampant in departments of physical education. It is the only sex-identified body of knowledge in the school curriculum (you do not have boys' math and girls' math, boys' English and girls' English). Physical education facilities, equipment and personnel for girls have been regarded as less important than those for the male.

Women who have allied themselves with physical activity have often had to risk their feminine image, and in a world where even bicycles have a sex, that is frightening. As some insecure males felt that sports—the last bastion of masculinity—was being stormed, they felt and acted as if they were being emasculated. Therefore, women, ever mindful of their responsibilities to booster the male, turned to the one activity pattern open—dance. They "took over" and stressed the physical traits of flexibility, agility and coordination which reinforced the womanly attributes of grace, poise and beauty. Men began to find dance distasteful and felt feminized when forced into such a movement pattern. The personality of the male dancer is still the object of social derision.

Nowhere has the concept of the strong woman been more dramatically represented than in the Olympiad. Women have been forbidden to compete against men in all activities except equitation and, in that activity the woman rider is allowed to challenge the male rider. However, even as the activities of women Olympic contestants were held in check by a social dictum which reinforced the idea that women were weak and non-enduring, the female athletes brought both strength and endurance to the activities. The male Olympic coaches line the fences not believing when women athletes shatter records previously thought unattainable by men or women.

As young people insist "but I am my body", more emphasis is placed upon self-actualization and the autonomy sponsored by physical survival. The boys and girls in today's school are not nearly as "up tight" about sexually designated activity roles as were their parents and grandparents. Many girls do not feel unfeminine as they run, jump, climb, throw, and endure. More boys are turning to dance, synchronized swimming and figure skating. Both participate in gymnastics, volleyball, soft ball, climbing, surfing and a myriad of movement patterns which reflect as unbiased approach to the art and science of human movement. The "mod bod" is asexual.

Physical survival is the bedrock of self-actualization. Physical educators ache to help people examine reality directly and honestly—an approach which will ameliorate individual abilities even as it enhances a society. As alternate life styles become available, and we feel comfortable in believing "I am my body"

without feeling that we have abandoned the stereotypes of intellectualism, scholasticism and other gender-oriented "isms", the opportunities for economic, psychosocial/cultural and political survival will be manifested in social self-determination. I am my body. *Je suis, donc je fais. Je pense et j'attends.*

SCHOOLS AND CULTURAL-PSYCHOLOGICAL SURVIVAL

(By Cecilia Suarez)

First of all I would like to give my definition of cultural survival as it relates to the Chicana. I think that the Chicano and the Chicana feel that cultural survival means keeping their language and their culture; therefore that is my definition of cultural survival. We are fighting to keep alive our language and culture which we feel are being obliterated. While there are many sexual stereotypes concerning the Chicana, I want to focus on the description of her child rearing practices.

Many people talk about Chicanos and Chicanas in terms of the Chicano problem and the bilingual problem. We don't feel that the problem is a Chicano problem, nor do we feel that we have bilingual problems. The problem is the way society views us—stereotypically.

A stereotype is a generalization made about a group or members of a group based on emotions or faulty judgment. Stereotypes have stifled and restricted people and groups and have hindered the full social development of women by labeling them as passive. The Chicana, that is, the Mexican American woman, however, carries a double burden. She is discriminated against as a woman and as a member of an ethnic group with damaging effects to herself and to her family. I want to review with you some of the childhood practices that have been traditionally ascribed to the Chicano and how they have affected her cultural and psychological survival.

Child rearing is the interaction between parents and their children within the home—their expressions, attitudes, values, beliefs, and interests. One kind stereotype that occurs in a study of childbearing practices is the lumping together of all low income families. Programs developed in California are based on research done on South Carolina poor, and programs for the Chicana have been based on definitions of so-called disadvantaged families of any ethnic group or from any geographic area.

For example, Ira Gordon described the disadvantaged home as disorganized, having no levels of expectation, and disciplining by verbal or physical force. No, I'm not going to comment on all these descriptions except to say that many of the Chicano programs stress the fact that they're very well organized. They emphasize this point precisely because so often the Chicano home and the Chicana have been labelled disorganized. In trying to be very organized and very clean so that the child will feel secure, they produce a highly sterile environment. This is actually very offensive to the Chicana.

I, for example, come from a family of eleven children. If my mother had not been organized, she would not have been able to get the dinner on the table every day.

Deutsch and Hunt who did a lot of research in the '60's came up with the theory of the disadvantaged child. That is, if the low income family's environment was so supposedly disadvantaged and deficient, it had to be enriched so the child could catch up with the whites in the class. They described the middle class life as one which provides opportunities for the normal growth of the child. Therefore, according to the theory, minorities do not grow normally and slum conditions are detrimental to the physical and mental growth of the children—a very dismal picture of the low income family. Deutsch and Hunt also stressed the minimum of learning opportunities in the ghetto and barrio, and said that the ghetto parents are unable to help their children prepare for or continue in school. This theory implied that the ghetto child could do well in school only by becoming middle class and white. Of course, for the Chicano this also meant he had to be English-speaking.

Celia Heller, in her book, *Mexican-American Youth: Forgotten at the Crossroads*, describes various attributes of the Chicano family that she maintains contribute to the delinquency of the Chicano child. She criticizes Chicana upbringing practices for emphasizing values that block the child's advancement into Anglo

society. For instance, some of these values are close family ties, honor, masculinity, living in the present and stressing courtesy and politeness. Our parental love, however, is unconditional. It is not dependent on the child's level of performance as compared with other cultures. We don't have a standard of excellence for our children, but we love them all, and this is considered really bad. We don't train our children for independent behavior, especially since the mother is supposed to be very close to her children, and this is considered even worse. And, of course, we're supposed to be very fatalistic, our goals being always in the present and never in the future.

William Madsen, an anthropologist who did a study called *The Mexican-Americans in Texas*, claims that the Mexican family is the main obstacle to the advancement of the child because of the strong ties and the demand that one puts the family above itself. He describes the family roles in the traditional way saying that the father avoids demonstrations of affection, but that the mother remains very close to the child, and that sex and age determine the roles within the family. The males and the older male child are the most respected. He goes to great lengths to describe the Chicana as submissive, and as a wife who gratefully submits to physical abuse from her Chicano husband. He describes the Chicano as having a "machismo syndrome." Machismo is defined as the masculinity of the Mexican-American male—one who asserts male superiority and dominance through multiple sexual conquests. The Chicana is described as defenseless and submissive to this macho.

My last description of the Chicana comes from a nursery school model in Greeley, Colorado. The program was based on a description of the Chicano as a deprived child who lives in an environmentally deprived home, in a large family and whose father does not earn an adequate living. The mother who has to go out and work, comes home tired and is unable to cope with or help the children. The only way that the Chicano child will succeed is by becoming an English-speaking white middle-class child.

Deprived, deficient, disadvantaged, submissive, disorganized—these are all descriptions of the child-rearing practices of the Chicana. What does it mean to her? It means that because of the differences in culture, she has been stereotyped as inferior rather than culturally different. What does it mean to be labeled inferior? People learn who they are and what they are from the ways they have been treated by those around them. People develop feelings that they are liked, wanted, accepted, from having been liked, wanted and accepted. To produce a healthy self it is necessary to provide experience whereby individuals are accepted. What does it do to the Chicana who is told she is not a good mother? This has some deep psychological implications not only for the Chicana, but also for her children, especially her daughters. The Chicana will have to refute these stereotypes for her psychological and cultural survival. Her child rearing practices must not be looked upon as something that should be stamped out because they are different.

Our society, and specifically our educational system, must appreciate the various American cultures. Cultural pluralism is a necessary part of the philosophical basis of education.

SCHOOLS AND POLITICAL SURVIVAL

(Florence Howe)

The Feminist Press is a tax exempt institution that publishes educational materials to change schools, especially for the sake of the education of women. We are engaged in several educational projects including a series of community workshops on children's books in Holyoke, Massachusetts, New York, and Baltimore under a Rockefeller Family Fund grant. We are also conducting inservice teaching in New York City's public schools. We also publish a variety of materials through a clearing house on women's studies, including a Women's Studies Newsletter.

One of the main points that has been made at this conference is that sexism is intrinsically linked to racism. I think that's perfectly true. It is impossible for a white woman to work as a white woman for the sake of white women. For the women's movement to continue as a white women's movement is to fly in the face of reality and to be led into the same traps that our 19th century ancestors were led into. I am also concerned about classism. The women's movement must address white working class women as well as American Indian, Asian, Black, Chicana, and Puerto Rican women.

When we talk about minority group women we must be clear about including working class women as well as the poor. If we have begun to reach Black women, or women are joining us, they are by and large professionals. If they are speaking up for their sisters who are not professionals, that is great, but I don't always hear that.

Unless we are clear about racism, we can't deal with sexism. I have taken a long time in coming around to that position, but I have come to it in part through the experience of teaching at Old Westbury where some of the experience is enough to turn a liberal into a racist. Some of the experience is that difficult and unpleasant. I am happy to say I wasn't a liberal in the first place, so I don't suppose I am going to wind up a racist. But I think the experience there is very difficult for white people who have been quite unconscious of their racism, or even when conscious of their racism, to be faced by hostility from Black people and from Puerto Rican people. To some extent it is deserved, but very often the people who face the hostility are not necessarily the people who deserve it.

I have been living recently in an environment very different from any that I have lived in before. During my two summers in Mississippi I was welcomed by the Black communities—an experience not comparable to that at Old Westbury where 30 percent are white—and it is a very educational experience for white people to be in a minority environment. Of course Black people and Chicanos understand what that means, but at Old Westbury they are the majority, and to some extent they act the way white people act when they are the majority. It is a very interesting thing.

I have learned about the necessity to come to grips with racism and sexism by teaching a women's studies course this term. I'm right in the middle of it, and I'm hoping that I can finish the semester without its going to pieces.

When I came into this classroom eight weeks ago to teach "Introduction to Women's Studies" I expected to find white women, because Black people at Old Westbury have largely been hostile to the idea of women's studies. Well, more than half the students in the class were Black women, and of course, my curriculum went out the window. The course has been different from any course I have ever taught. What is clear to me now is that Black and white women talk over each other's heads. They don't know what each other's lives are like, and they don't even begin to communicate with each other on the subject for a long time. It took many weeks before the women were willing to say that they don't trust each other. They may be friends; they don't want to be segregated; they don't want separate classes, but they don't trust each other. They don't trust each other about intimate matters, for instance, because they don't believe the other group can understand what their problems are, or their experiences, or their views.

I am not saying we can build bridges to understanding, if by bridges you mean the elimination of differences. We can communicate what the differences are about, and how they feel, and we can appreciate the differences. It seems to me that this the first step to political survival for all of us, not only in community relations, or conferences, but in the schools.

What has happened in my classroom may be a paradigm. We have not been able to talk much about sexism, or we can talk about it for only half the class period. I talk with the Black students, though I don't really know that I'm doing it until the next day when I suffer white backlash. I know I divide my attention, but I don't know how to stop because I know of no way to talk both to Black and white students about some subjects. Michelle Russell assisted in my class and was marvelous because she could do the reverse of what I do.

In addition to its interracial composition, half the people in my class are lower, or working class. A few are upper or upper-middle class, and a couple are upper-upper. We also have three generations of women in the class, the age range being 17 to 60 years, and some students have as many as eight children. There are about four youngsters aged 17 to 22 who are beginning to resent being called the "young people" in the class, but they really are somewhat different from the rest.

How do we deal with the issues of racism, sexism, and classism? We manage it by becoming a bit more sophisticated all the time, and a bit more knowledgeable about the issues. Also, we need to go beyond understanding to analysis. Until you have a history, you have no future. Until we understand where sexism and racism, our problems and illnesses come from, we will not know how to solve them. It's much more than knowing they exist. It's knowing where they came from and of what use they are to this nation.

We can't abolish sexism by saying we are going to abolish it, just as we can't abolish race prejudice by fiat. We have to work toward their elimination every single day, especially in the classroom. In whatever system we work, however complex or horrendous, there is always an entering wedge—a place that is susceptible to change. Sometimes the change isn't enough to suit us, but if we are interested in change at all, we have to keep trying to find entering wedges.

I think the single most important entering wedge toward combatting racism and sexism is teacher education. More than 1,000 women's studies courses are being taught in colleges and universities all over the country. Only about six of these are in schools of education. Why is it that schools of education are so intransigent? What about school systems? How difficult is it to change school systems. We all know about that, I haven't given up on schools of education, but I feel that we must reach teachers quite massively at other levels, too, through inservice courses, teachers' organizations, and the women's movement.

WOMEN'S STUDIES

How do we reach women teachers and what do we do once we get to them? One route is the women's studies route. The inservice courses conducted in New York City schools by the Feminist Press are very token efforts. Many school systems have paid staff to run inservice courses for their teachers. In some states such as New York and Pennsylvania guidelines for women's studies programs have been adopted by the boards of regents or the state commissioner's office. This another entering wedge. Guidelines are powerful instruments, but they need to be handled by people who care. The entering wedge in New York State is a guideline that says ending sexual stereotypes in the elementary and secondary schools is the aim of the Board of Regents. This means that teachers can demand inservice training of the sort that they need in order to educate their students.

Now, what do we do in courses with teachers? Some people are worried that women's studies courses will simply allow the rest of the curriculum to go on as is. When the budget is cut, women's studies courses disappear.

One type of women's studies is called "Images of Women in Literature," what I would call compensatory education. It's like the courses in Black literature, some of which have gotten lopped off.

Some Black literature courses have a lonely existence among 40 other lily white courses in the department. That is not progress. A course in Black literature one year should lead to some consciousness raising among students and faculty so that next year every literature course contains some Black literature. If that doesn't begin to happen, then the Black literature teachers are not doing their job, or are prevented from doing it because of political factors. I would say the same thing to women.

The second type of women's studies course, the anthropological type, is what should fill inservice programs. If you were studying anthropology, you would look at foreign cultures and societies from all possible angles—economic, psychological, intellectual, etc., which is precisely what some women's studies courses are doing with regard to women. They look at women and men, deal with sex role socialization and stereotyping, and teach about how we grow up female or male in this country.

MATERIALS PRODUCTION

The other way to reach women teachers is through the production of materials.

It is possible to produce a set of materials, send them to the school teacher, and say, "This is what you teach this year instead of what you taught last year." This is not useful, although I think that we will go this route in five years.

The production of materials alone will not change school systems unless the women's movement is greatly strengthened and the consciousness of teachers is so altered that they can and want to use the materials. To some extent the Feminist Press was founded on the premise that some teachers are ready for and want new materials.

A WORKING MODEL

The best model is to work with teachers in small groups and give them both new information and new materials, and work to raise their consciousness levels about sex and race. We need to inform teachers that the real goal is to help them choose materials and then design their own classes. A year is essential to do this. During the second part of the year, teachers should work in groups with one

group designing curriculum units. Then they try out the unit in their classrooms, which, ideally, should be visited by the workshop leader. This would mean released time for that teacher. Whether or not that is possible, the teachers can still use the workshop members as a support after having tried out their curriculum units.

One would imagine that women teachers could meet as a group for an extra hour after school, but this has never happened since it's not built into the consciousness of teachers. Faculty and staff meetings in most elementary and high schools don't stimulate teachers to want further meetings, but this is an essential route for survival. Where schools are staffed by American Indian, Asian, Black, Chicana and Puerto Rican women, the teachers' meeting, or workshop, will have to begin with the issue of racism and deal with the hostility that is built into our culture before the discussion can turn to the lives of our children which is, of course, what I think we are all interested in.

CONFERENCE FOLLOWUP

Impact of the national conference is still being felt. To date, a total of 12 conferences have received assistance from the project staff in planning, materials or implementation of similar conferences. At the present time, three more are scheduled for fall, 1973. The conferences held to date include:

BOSTON, MASS., CONFERENCE—BOSTON, MARCH 24, 1973

Mayor Kevin White's special assistant for educational affairs, Robert Schwartz, initiated a conference with the cooperation of the Massachusetts State Department of Education, the Boston Teachers Union, the Massachusetts Teachers Association and the National Education Association. The one-day conference drew more than three hundred participants and has sparked numerous follow-up activities. A report of the Conference is being developed. Contact persons: Cecelia Dibbella and Cathy Mineucci, Massachusetts Department of Education, 182 Tremont Street, Boston, Massachusetts 02111.

WASHINGTON EDUCATION ASSOCIATION—SEATTLE, WASH., MARCH 15-17, 1973

The Human Relations Commission of the WEA sponsored a conference on Racism, Sexism and Classism in Education. ex bias concerns were a major focus of the conference. Highlights of the conference included the development of action plans for continuing work to change opportunities for minorities and women, and the organization of a group that will be implementing these plans. Contact: Paul Tanaka, 2000 Tacoma Mall, Suite 6-36, Tacoma, Washington 98409.

MAINE CONFERENCES—PORTLAND, BANGOR, AND PRESQUE ISLE, APRIL 10-12, 1973

The Maine State Department of Education initiated a series of three conferences to increase educators' awareness of sex discrimination and the need for modification of curriculum and administrative policies. The Maine Superintendents Association and the Maine Teachers Association served as co-sponsors for the conferences. Contact: Shirley Ezzy, Maine State Department of Education and Cultural Services, Statehouse, Augusta, Maine 04330.

FORT WAYNE, IND.—FORT WAYNE, APRIL 15, 1973

The Ft. Wayne Education Association sponsored a conference on Values and Curriculum Concerns. One of the areas to be highlighted was the relationship between values and sex role stereotypes. Contact: Marvin Ross, ISTA, 1520 Spy Run Avenue, Ft. Wayne, Indiana 46805.

CONNECTICUT EDUCATION ASSOCIATION, MAY 19, 1973

The second CEA Conference focused on the legal tools for combating sex discrimination and the variety of ways that sex discrimination manifests itself in elementary and secondary education. The primary focus of the conference was to develop action strategies for reducing sex role stereotypes. A report of the Conference will be available. Contact: Suzanne Taylor, Connecticut Education Association, 21 Oak Street, Hartford, Connecticut 06106.

ARKANSAS CONFERENCE—LITTLE ROCK, ARK., MAY 5

A conference was sponsored by the Governors Commission on the Status of Women, the Arkansas Department of Education, the Arkansas Education Association and the University of Arkansas Chapter of the Commission on The Status of Women. The one-day conference initiated the exploration of how citizens and educators could work to eliminate sex role stereotyping. Contact: Cora McHenry, AEA Building, 1500 W. 4th Street, Little Rock, Arkansas 72201.

HOUSTON, TEX.—HOUSTON, TEX., MAY 12, 1973

A task force on education sponsored by WEAL, Houston NOW, Galveston NOW, YWCA and Houston Teachers Association held a one-day workshop to examine sex stereotypes in schools. The group will continue to work with state-wide groups in developing action. Contact: Gertrude Barnstone, P.O. Box 2222, Houston, Texas 77001.

FLORIDA—TALLAHASSEE, MAY 11 AND 12

A two-day conference sponsored by the Florida Education Association probed the ways that citizens and educators could reduce sex role stereotyping in schools. Analysis of pending legislation and the involvement of women's groups highlighted the conference. A report of the conference will be available at the end of the summer. Contact: Molly Sample, Florida Education Association, 208 W. Pensacola Street, Tallahassee, Florida 32305.

TEXAS—AUSTIN, TEX., MAY 18-20

Jane Wells and Jane Hickey coordinated a state-wide conference from the office of the State Board of Education which was directed to action plans for reducing sexism in elementary and secondary schools. A coalition made up of individual leaders worked with the Texas Education Agency, and the Texas Classroom Association in sponsoring a conference. As a result of the conference, 110 persons are now involved in the continuing work of the task force. A report of the conference will be prepared. Contact: Jane Hickey, 6921 Thorncliffe, Austin, Texas 78731.

TEACHER LEADERSHIP PROGRAM—NEW YORK CITY, APRIL 23-26

A three-day program for leaders of teacher organizations was held by the Teacher Leadership Program which is administered by the Office of Teacher Education, City University of New York. The focus of the conference was the educational implications of the sexual revolution, the feminist movement, changing sex roles and discrimination against women in education. Contact: Myron Lieberman, Teacher Leadership Program, CUNY, 1411 Broadway, New York, New York 10018.

FOLLOWUP EVALUATION

After a six-month interval, a follow-up evaluation instrument was circulated to participants. (See Appendix "G"). A summary of the 25 responses received by June 15 is given below:

The most frequently mentioned goals were to *establish communication* and to *gather information*. The goals were fully realized by 92 percent and partly realized by eight percent.

The quality of the main speakers was rated as good to excellent by 96 percent, and poor by four percent.

The workshops were considered good to excellent by 87.5 percent, and poor by 12.5 percent.

The quality of conference materials was rated by 100 percent as good to excellent.

Facilities and arrangements were considered under four subdivisions and rated thus: *housing and food*—98 percent good to excellent; *transportation*—75 percent good to excellent; *informal discussions*—90 percent good to excellent; and *social opportunities*—62.5 percent good and 37.5 percent less than good.

A variety of suggestions were made on ways the conference could have been improved:

- More informal discussions, hospitality, and free time.
- Hold state group meetings and emphasize action back home.
- Repeat workshops and distribute workshop handouts to total group.
- Provide more in-depth involvement in few areas and add problem-solving exercises.
- Have fewer slide shows with more polished and condensed content.
- Hold meetings in Washington, D.C. and have telephones in rooms.
- Stick to elementary-secondary problems in sexism/racism and supply more follow-up information.
- Better transportation.

Responses concerning ways the conference influenced perception ranged from expanded personal awareness to realization of the difficulties involved in changing attitudes. More than 50 percent reported increased awareness and reinforcement of perceptions at the conclusion of the conference.

The conference stimulated expansion of participants' follow-up activities in numerous ways. Typical follow-up activities included: increased crossovers to other organizations to spread the message on sexism/racism through speaking, writing, research and exchange of resources; clarification of goals and priorities and development of concrete methods for change; shared conference experiences with colleagues in schools including teachers, students, administrators and school boards. To some participants the major expansion offered by the conference was discussion of possible legal action to enforce equal rights, particularly under title IX of the education amendments of 1972.

There is evidence that the conference materials were reproduced independently and distributed widely, in schools and beyond, to newspapers, periodicals, to speakers, writers and researchers. More than 300 copies were distributed to non-conference participants from NEA.

Since the conference, participants have reported experiences that either encourage or discourage activities. Among the encouraging items were these: good attendance at state conferences on the subject; programs at other professional conventions (APGA, APA, ASCD, AAHPER); increased flow of information within states on sex stereotyping and sex discrimination including more open discussion of topic among educators; individual pursuits of (1) Ph.D. program on sex roles and (2) development of guidelines for equal opportunity in athletics.

Discouraging experiences included (1) failure to pass the Equal Rights Amendment (ERA) in two states; (2) state legislators who cloud the issue with such things as women pickets or "bra burning"; (3) state human relations departments that ignore sexism and focus only on racism; (4) resistance to change by "protectors of the system"; (5) hostile reaction of school board; (6) feeling among teachers that the problem is too big to cope with, and (7) women who shy away from administration and positions of authority in education.

Services that the Resource Center on Sex Roles in Education could provide, as seen by participants, were (1) a newsletter to share data and experiences, (2) specific materials for workshops, (3) guidelines for assessment of sexism, (4) research in sex discrimination and in sex differences, (5) teaching materials such as mini-courses for high schools, (6) bibliographies of non-sexist textbooks and other resources, (7) films and slide shows for distribution, (8) lists of speakers and leaders on geographic basis for meetings, workshops, and conferences, and (9) current data on legislation and court cases.

Many participants expressed interest in contributing data and articles for publication and distribution by the Resource Center. Some also offered to serve as consultants.

Suggestions for action as "next steps" reflected similarity in major priorities. However, differences as to items needing immediate attention show relationship to local or state situations. Several respondents mentioned the need for legal action and enforcement of antidiscrimination laws. Another "next step" was publicity to influence educators and the general public. Reforms in curriculum, textbooks, counseling, teacher education, and school administration were considered important. Some emphasis was given to development of a data bank of research on issues related to sex discrimination.

It can be assumed that in many states legal action by teachers to encounter sex discrimination is just beginning. Therefore, this is a first priority. It can also be assumed that where legal action has proved its effectiveness, other approaches such as curriculum reform can move to higher priority status.

Of the final comments recorded on the evaluation form, three are of special interest:

"Teachers are the key—"

"A girl should be educated to appreciate herself."

"Children should be encouraged to write about their own sex roles."

APPENDIX A

1. American Association of University Professors, Committee on the Status of Women in the Profession.
2. American Association of University Women.
3. American Chemical Society, Women's Service Committee.
4. American Federation of Teachers, Status of Women's Commission.
5. American Friends Service Committee.
6. American Historical Association, Committee on the Status of Women.
7. American Library Association, Status of Women.
8. American Personnel and Guidance Association.
9. American Political Science Association, Committee on the Status of Women in the Profession, Women's Caucus for Political Science.
10. American Psychological Association.
11. American Speech and Hearing Association, Subcommittee on the Status of Women.
12. American Sociological Association, Committee on the Status of Women.
13. Association of American Colleges.
14. Association of Women Mathematicians.
15. Black Women's Community Development Foundation.
16. Business and Professional Women.
17. Center for a Voluntary Society.
18. Church Women United.
19. Citizens Advisory Committee on the Status of Women, Department of Labor.
20. Coordinating Committee on Women in the Historical Profession.
21. Day Care and Child Development Council.
22. Delta Kappa Gamma.
23. Delta Sigma Theta.
24. Detroit Industrial Mission.
25. D.C. Status of Women's Commission.
26. Emma Willard Task Force.
27. Federal Women's Program.
28. Feminist Press.
29. Girl Scouts of America.
30. Girl Scouts, Metropolitan Council.
31. HEW.
32. League of Women Voters.
33. Montgomery County Commission for Women.
34. NAACP.
35. National Association of Media Women.
36. National Association of Negro Business and Professional Women.
37. National Association of Women Deans and Counselors.
38. National Council of Administrative Women in Education.
39. National Council of Negro Women.
40. National Welfare Rights Organization.
41. NOW—National and D.C.
42. Office of Education.
43. Phi Delta Kappa.
44. U.S. Commission on Civil Rights.
45. Women on Words and Images.
46. Women's Action Program.
47. Women's Equity Action League.
48. Women's Media Workshop.
49. YWCA.

APPENDIX B

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FIRST NATIONAL CONFERENCE ON SEX ROLE STEREOTYPES, NOVEMBER 24-26, 1972
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Watson, Rowena H., Illinois Education Association, 99 Ash Street, Park Forest, Ill.

APPENDIX C

CONFERENCE HIGHLIGHTS AND REMINDERS

(Sex Role Stereotypes Conference, November 24–26, 1972, Airlie House, Warrenton, Va.)

The NEA Teacher Rights Division and U.S. Office of Education welcome you to an exciting working conference. The conference materials, panel discussions and workshops that you will participate in this weekend are designed to help you understand sex role differentiation as experienced by American Indians,

Asians, Blacks, Chicanas, Puerto Ricans, and Whites, and to eliminate discriminatory sexual stereotyping from all aspects of public school life.

Feel free to call on the NEA conference staff should you need any assistance.

REMINDERS

Conference recorders should plan to meet at 9:30 p.m., Friday, to discuss assignments. The room will be announced during the first general session. Do not forget to return all completed recorder forms to the Registration Desk.

Lost materials will be replaced for \$15.00.

Don't miss any of the scheduled meals; the Airlie House dining room is the only one within miles.

Messages will be held at the Registration Desk.

CONFERENCE PERSONALITIES

Elizabeth Duncan Koontz, Deputy Assistant Secretary of Labor, Special Counselor to the Secretary for Women's Programs, Director of the Women's Bureau, Washington, D.C.

Ms. Koontz, a past president of the NEA, was appointed Deputy Assistant Secretary of Labor in April 1971 and has served as Director of the Women's Bureau and U.S. Delegate to the United Nations since 1969. She previously worked for many years as a special education teacher in Salisbury, N.C. Ms. Koontz received the M.A. degree from Atlanta University, the B.A. from Livingston College.

Louise R. White, Director, Teacher Corps Washington, D.C. Before becoming director of the Teachers Corps, Ms. White was a history, English, and drama teacher. She also worked in Los Angeles as an interviewer for KTTV, educational consultant to the city schools program management specialist to the Economic Youth Opportunities Agency, and probation counselor for the county probation department. Ms. White is a past director of the Conference on the Black Woman's Agenda and is the author of many publications, including: "The Black Woman's Agenda", "Limited Employment Opportunities for Women. "Implications of New Divorce Law in California", and "A Perspective of Community Involvement in Education". Ms. White received the Ph.D. degree from Claremont Graduate School, the M.A. degree from California State University, and the B.A. degree from Arkansas State College.

Cecilia Suarez, Associate Professor of Education, California Polytechnical State University, Pomona, California.

Currently an associate professor of education, Ms. Suarez is chairwoman of both the National Chicana Foundation and the Los Angeles Head Start agency, MENA. She previously taught in elementary and junior high school and directed a community action program and a bilingual/bicultural head start training program through the UCLA Chicano Studies Department. Ms. Suarez received the M.A. degree from Cal State, Los Angeles, and is completing her doctoral studies at UCLA.

Celeste Ulrich, Professor of Health, Physical Education, and Recreation, University of North Carolina, Greensboro, North Carolina.

Ms. Ulrich, who is vice president of the American Association for Health, Physical Education, and Recreation and chairperson of the AAHPER Physical Education Division, has been a professor at UNC since 1956. She is the author of *The Growing Years—Adolescence* (AAHPER, 1962) and *The Social Matrix of Physical Education* (Prentice Hall, 1968). Ms. Ulrich received the Ph.D. degree from the University of Southern California, Los Angeles, and the M.A. and B.S. degrees from the University of North Carolina.

Michelle D. Russell, Consultant, Detroit, Michigan.

Currently a consultant in race relations, Ms. Russell was formerly on the staff of the Detroit Industrial Mission. She has been a guest lecturer on Black art, history, and politics and the psychology of racism; research assistant and editor of the McCone Commission advisory report on the history of race riots in the U.S.; and consultant to the Los Angeles Human Relations Commission on police-community relations and racism. Ms. Russell has written "Erased, Debased, and Encased: The Dynamics of Black Education Colonization in America" (*College English*, April 1970) and "Notes Toward a Radical Course in Black Literature" (*The Radical Teacher*, Winter 1969). She received the B.A. degree from the University of Southern California and is a Ph. D. candidate at Brown University.

Florence Howe, Professor of Humanities, SUNY at Old Westbury, New York.

Ms. Howe, founder and editor of *The Feminist Press* and editorial board member of *Women's Studies: An Interdisciplinary Journal*, has taught at SUNY since 1971. She previously taught at Goucher and Queens Colleges, Hofstra University, and the University of Wisconsin. Ms. Howe directed the Goucher-Baltimore City Schools Pilot Project in the Teaching of Poetry. She received the Ph. D. degree from the University of Wisconsin, the M.A. from Smith, and the B.A. from Hunter College.

Wade Wilson, President, Cheyney State College, Cheyney, Pennsylvania. Wade serves as an elected member of the Executive Committee of NEA. He is active in many activities including the Council on Human Relations and has just completed a term as President of the Council on Human Relations.

Samuel B. Ethridge, Director, NEA Teacher Rights Division. He directs NEA programs in the promotion of Human and Civil Rights of Educators and Students and providing leadership for solving and social problems.

Margaret Stevenson, Assistant Executive Secretary for Programs, NEA. She directs NEA programs outlined in the six program goal areas. An advocate of classroom teachers, Margaret is presently the highest ranking female staff member of NEA.

Shirley McCune, Associate Director, Human Relations Section, NEA Teacher Rights Division. Shirley has had primary responsibility for the implementation of the conference.

Hazel Blakey, Conference Coordinator, NEA Teacher Rights Division. Hazel has played a key role in the development and implementation of the conference. She is responsible for administrative support for the conference.

Nora Alemany, University of California, Riverside. Nora's primary interest is in early childhood education. Her workshop will discuss models for *Non-Sexist Early Childhood Education*.

Joan Bartl, Women on Words and Images, Princeton, New Jersey. Joan is a member of a team of women who have established themselves as experts in articulating ways that sexism is perpetuated in elementary schools and means of bringing about change. She will present materials in the workshop on *Consciousness Raising Techniques for Changing Schools*.

Rogie Bender, Women on Words and Images, Princeton, New Jersey. Rogie has established herself as an action oriented member of the Women on Words and Images group. She will be presenting her ideas in the workshop on *Consciousness Raising Techniques for Changing Schools*.

Jan Birk, University of Maryland Counseling Center, College Park, Maryland. Jan, a clinical psychologist, has been active in programs which meet the needs of college and the mature women. More recently, she has been working to develop career counseling models for high school girls. This will be presented in the workshop, *Experience Based Career Exploration*.

Cecilia Burciaga, a program analyst at the U.S. Commission on Civil Rights, has been working on the "Mexican American Education Study".

Cynthia Eaton, Women on Words and Images, Princeton, New Jersey. Cynthia is a leader in raising and awareness of others to the ways that sex role stereotypes affect education. She participated in planning the Conference and developing materials, and will discuss *High School Curriculum* in her workshop.

Claire Fulcher, Director, Women's Resource Center, YWCA. Claire has been an active participation in the development of the Conference. She has recently assumed responsibility for the YMCA's Women's Resource Center. She will participate in the workshop on *Students and Sex Role Stereotyping*.

Martha Gershun, The Feminist Press, Old Westbury, New York. Martha has been working with teachers in the New York City School System to develop materials that incorporate women's roles and contributions. She prepared materials for the conference and will present them in the workshop *Women's History-Herstory*.

Anne Grant, National Organization for Women, New York City, New York. Anne, chairperson of the NOW Committee on Education, is an outstanding leader in documenting how schools promote sexism. She has recently developed the multi-media presentation, *Our North American Foremothers*, which provides a much needed resource depicting the contribution of women.

Charlotte Hallan, Staff Associate, DuShane Fund, NEA. Charlotte, a DuShane Fund lawyer in the NEA Teacher Rights Division, has led the way in the litigation of women's rights as they affect teachers. She will present a workshop on *Legal Tools to Fight Sex Discrimination*.

Carol Jacobs, *Women on Words and Images*, Princeton, New Jersey. Carol, a member of the dynamic team making up the Women on Words and Images, has assisted in the development of materials for the conference and will be presenting ideas in the workshop on *High School Curriculum*.

Kate Kirkham, Program Associate, NEA Teacher Rights Division. Kate's primary NEA responsibilities are in the fields of human relations training.

Betty Levy, Teachers College, Columbia University. Betty's research on the socialization of children appeared in *Feminist Studies*. She developed an article for the December, 1972 issue of *Today's Education*. Her workshop, identifying and *Changing Our Own Sexist Behavior with Children*, will give participants a chance to better understand how classroom procedures and practices perpetuate sex role stereotypes.

Cora McHenry, Arkansas Education Association. Cora is well known within NEA for her training skills and work in the field of human relations.

Gail McClure, Education Department, University of Iowa, Iowa City, Iowa. Gail was the first author to articulate problems of sex role stereotyping in the NEA Journal, *Today's Education*. She has played a key leadership role in the state of Iowa in developing efforts to combat sex role stereotyping. She will present her ideas in the workshop on *Institutional Sex Role Stereotyping*.

John McClure, Education Department, University of Iowa, Iowa City, Iowa. One of the first persons in teacher training institutions to draw attention to the problems of sex role stereotyping. He will present strategies for a systems approach to changing educational practice in the workshop, *Institutional Sex Role Stereotyping*.

Verne Moberg, The Feminist Press, Old Westbury, New York. Verne, a skilled writer and editor, has assisted with many of the conference materials. She will be presenting a workshop outlining ways that community groups can be involved in reducing sex role stereotypes.

Ellen Patton, Director, Student Counseling Project, YWCA's Women's Resource Center. Ellen has been committed to the involvement of girls in developing models for counseling. She has made the arrangements and will participate in the workshop on *Students and Sex Role Stereotyping*.

Maydene Paysoure, Training Department, NACCP, Maydene, a vital and active resource for the planning of the conference, brings a wealth of experience in social change efforts. She will be presenting a workshop on *Community Involvement*.

Corrine Perkins, Iowa City schools, Iowa. Corrine's interests in sex role stereotypes and the development of materials are combined in the slide show "Dick and Jane Receive a Lesson in Sex Discrimination." The show will be available for use in educational associations and cooperating groups.

Letty Progrebin, *Ms. Magazine*, New York. Letty's primary interest and responsibility with *Ms. Magazine* is the coverage and development of non-sexist materials for children. She will be presenting one of the projects of the Ms. Foundation.

Althea Simmons, Director for Training, NACCP. Althea, a leader in the women's movement and women's participation in the labor force, has participated in the development of the conference. She will be giving specific ideas for implementing *Affirmative Action for Education* in her workshop.

Mary Faith Tanney, University of Maryland Counseling Center, College Park, Maryland. Faith, a psychologist, has been working to increase high school girls interests in career planning. She will be presenting one model in the workshop on *Experience Based Career Exploration*.

Suzanne Taylor, Research Director, Connecticut Education Association, Hartford, Connecticut. Suzanne, who helped organize the Spring 1972 CEA Conference on the 51% Minority, will conduct a workshop on *Women in Education*.

Lenore Weitzman, Professor, University of California, Davis. Lenore is well known for her research on children's books. Her presentation during the conference represents a continuing research into the messages that textbooks give to children.

Sara Ziment, Reading Research Project, University of Colorado Medical School, Denver, Colorado. Sara has been involved in the study of instruction since 1952. She is the editor of the book *What Children Read In Schools*. Her workshop will focus on techniques for analyzing institutional materials.

APPENDIX D
CONFERENCE MATERIALS—ANALYSIS OF MATERIALS

| Title | Source | Description |
|--|--|--|
| 1. "Sexism in the Schools" | Diane Divoky, Shelia Jackson, Learning Magazine. | Includes: A contract signed by single women teachers in 1915. An article showing 2 opposing opinions on sexism in the schools and a questionnaire on sexism distributed to teachers. |
| 2. "Equal Opportunity for Women; How Possible and How Quickly" | Florence Howe, SUNY/College at Old Westbury. | A discussion of the women's studies program at Old Westbury, and the broad needs of women in education. |
| 3. "Sexism in the Elementary Schools." | Carol Jacobs, Cynthia Eaton... | A discussion of sex role stereotyping and socialization in elementary schools. |
| 4. "A Child's Eye-View of Sex Roles" .. | Lynne B. Iglitzin | A study of sex role stereotyping conducted on school children in Seattle. |
| 5. "Feminist Studies" | Carol Ahlum, Jackie Fralley... | A look at feminist studies at the secondary school level. |
| 6. "Do Teachers Sell Girls Short?" | Betty Levy | An analysis of how schools function to perpetuate traditional sex role stereotypes. |
| 7. "New Legal Remedies for Women" .. | Betty Sinowitz, NEA Teacher Rights. | A discussion of the legal tools necessary and used to eliminate discrimination by sex in education, as well as in a broader societal framework. |
| 8. "American History and Herstory" .. | Martha L. Gershun | A historical examination of women's rights and recommendations for more egalitarian and well-rounded curriculum materials for history courses |
| 9. "Bibliography on the Treatment of Girls in School." | Feminist Press | Bibliography on sex role stereotypes in the schools. |
| 10. "History on Social Science Resource Bulletin." | Board of Education of city of New York, Office of Instructional Sources, Bureau of Social Studies. | Curriculum recommendations for women's studies at the secondary level. |
| 11. "Outlines of Course on Feminism for Use in High School." | Cynthia Eaton, Carol Jacobs... | Example outline for high school course of feminism. |
| 12. "NEA Guidelines for Treatment of Minorities and Women." | John Browne | Proposed guideline for curriculum and instructional materials for implementation in elementary and secondary schools. |
| 13. "Recommendations for Elimination of Sex Role Stereotyping in School Curriculum." | Sullivan Associates | An analysis of sex role stereotyping in schools and recommendations for its elimination. |
| 14. "Women in U.S. History High School Texts." | Janice Trecker | An analysis of the portrayal of women in U.S. history textbooks. |
| 15. "Non-sexist Education in Your Classroom." | Laura Collver | An article geared toward teachers interested in nonsexist teaching. |
| 16. "Physical Education Questionnaires." | Kalamazoo, Michigan Task Force. | Questionnaires on attitudes toward physical education participation in the schools. Used for identifying sex stereotypes and discrimination. |
| 17. "Discrimination of Women in Sports." | Bob Dunning | Discussion of the discrimination women face in the area of sports and athletic competition. |
| 18. "A Chauvinistic Index for Educators." | | An index by which educators may test their own sexism. |
| 19. "Believing Can Make It So" | Peg Jones | An exercise for examining one's sex role stereotyping behavior. |
| 20. "Will the Real Me Please Stand Up" | Shirley McCune, Peg Jones... | Exercise for teachers in understanding sex role stereotypes. |
| 21. "Superintendent of Public Instruction." | Pam Root | Affirmative action practices related to women, and guidelines to develop educational programs for girls. |
| 22. "How Sexist Am I As A Counselor." | Janice Birk, Mary Faith Tanney. | Guidelines to assist counselors and teachers in analyzing their sexist attitudes. |
| 23. "Student Attitude Checklist" | Janice Birk, Mary Faith Tanney. | Guidelines to assist students in analyzing their own sexist attitudes. |
| 24. "Career Exploration for High School: A Model." | Janice Birk, Mary Faith Tanney. | An analysis of career opportunities for high school women. |
| 25. "Evaluating Sexism in Your School" | NEA | A questionnaire used to evaluate sexism in the schools. |
| 26. "Analyzing Instructional Materials Content Analysis Procedures." | Sara Zimet | A guideline for analyzing content of instructional materials. |
| 27. "A Feminist Approach to the Women's Collective." | Bernice Sandler | A discussion of all women's colleges in terms of feminist ideology. |
| 28. "Feminist Resources for Elementary and Secondary Schools." | Carol Ahlum, Jackie Fralley .. | A list of resources available for teachers, students and parents on sexism and feminism for the elementary and secondary classrooms. |
| 29. "Legal Tools to Fight Sex Discrimination." | | Cases of legal action to eliminate sex role stereotyping. |

PRE-CONFERENCE MATERIALS—ANALYSIS OF MATERIALS

| Title | Source | Description |
|---|---|---|
| 1 "Education for Survival Schools and Sex Role Stereotypes" | Shirley McCune | Collection of articles and questions related to the ways schools prepare children for physical, economic, psychological, cultural and political roles |
| A. PHYSICAL ROLES | | |
| 1 "Human Status for Women" | Kathryn F Clarenbach | Discussion of the manner in which girls, through school socialization, have been systematically denied the opportunity to develop their physical skills and participate in a wide variety of physical activity. Also a general discussion on later discrimination against women in many areas |
| 2. "Sport: Women Sit in the Back of the Bus." | Marie Hart, Psychology Today, October 1971. | Discussion of the relationship between femininity, athletic involvement, and achievement, and the role conflicts which result. |
| 3. "Should Girls Play Football, and Boys Change Diapers?" | Sally Wendkos Olds, The New York Times. | Discussion of sex role stereotyping in an analysis of children's play, with some discussion of parental influence. |
| 4. "The Female of the Species" | Marion Corwell, Contact Magazine, fall, 1972. | A general description of the many strengths of girls and women in comparison to their male counterparts in society, i.e. population, intellectual development, types of physical development. |
| 5. "The Writing Is On The Wall For Girls Programs". | Marjorie Blaufarb | An analysis of new studies, and legislation affecting girls' participation in high school athletic competition which were traditionally male sports activities. |
| 6. "Competitive Sports for Girls Effects on Growth, Development and Health". | G. Lawrence Rarick, University of California in Dorothy Harris' DCWS Research Reports: Women in Sports, Washington, D.C., AAHPER 1971. | A discussion of girls' physical development, maturation, and health in relation to participation in athletic activity and competition and vice versa. |
| B. ECONOMIC ROLES | | |
| 7. "Twenty Facts on Women Workers". | U.S. Department of Commerce (Bureau of the Census); Health, Education, and Welfare (Social Statistics); U.S. Department of Labor (Bureau of Labor Statistics and Wage and Hour Division). | Basic facts on women in labor market. |
| 8. Steps to Advance Equal Employment Opportunity for Women. | Equal Employment Opportunity Commission. | A guide for organizations to adopt toward the advancement of opportunity for women. |
| 9. Women as Percent of Total Workers in Selected Nonfarm Occupations April, 1972. | Women's Bureau—Employment Opportunity Commission. | Graph on this subject. |
| "Fully Employed Women Continue to Earn Less Than Fully Employed Men of Either White or Minority Races". | Do | Do. |
| "Most Women Work Because of Economic Need." | do | Do. |
| 10. "Counseling For Careers" | Joyce Denebrink, Contact Magazine Fall 1972. | A discussion of women's opportunities in the job market. A look at career placement attitudes, responses from business recruiters and a look at the future of women in business. |

PRE-CONFERENCE MATERIALS—ANALYSIS OF MATERIALS—Continued

| Title | Source | Description |
|--|--|--|
| C. PSYCHOLOGICAL/CULTURAL ROLES | | |
| 11. "Women's Liberation or Exploding the Fairy Princess Myth". | Anne Grant West, Scholastic Magazine November, 1971. | A discussion of underachievement, or failure to achieve success. |
| 12. "A Bright Woman is Caught in a Double Bind. In achievement-oriented situations, she worries not only about failure, but also about success". | Matina Horner, Psychology Today". | A study which discusses why women are often characterized by the motive to avoid success, done on the basis of TAT tests administered to groups of college men and women. |
| 13. "Sexual Discrimination in the Elementary School". | Myra Sadker, and David Sadker, The National Elementary Principal vol. L11 October, 1972. | Discussion of male and female role awareness in elementary school children, as a partial result of teacher influence and the elementary school experience. |
| 14. "Look Jane Look, See Sex Stereotypes". | Women on Words and Images NJEA Review, March 1972. | A study of elementary school texts and their effects on socialization. |
| 15. "Black Women" | Vistula Chapman..... | A discussion of the theme of black women as a dominant force in the development and survival of black people, and the relationship of black women to the women's movement in general |
| 16. "The Building of the Gilded Cage". | Jo Freeman, Notes from the Third Year: Women's Liberation, 1971. | An analysis of how the overall political structure affects women from a legal, sociological and psychological framework. |
| 17. "Sister and Brother Getting Ahead Together." | Arleen C. Hernandez Contact Magazine f:II 1972. | A discussion of the dual oppression of black women as blacks and women. |
| 18. "White Over Black Racism and Sexism in American Society." | Marie M. Fortune..... | A discussion of the relationship between racism and sexism—Both products of the dominant white male culture. |
| 19. Recommendations to HEW Women's Action Program. | HEW Spanish speaking Women's Group. | An article on making the women's action program relevant to Spanish speaking women. |
| 20. Background Information..... | do..... | Facts on Americans of Spanish origin and Mexican-Americans in the United States. |
| 21. "Recommended Research Project VII." | HEW Spanish-Speaking Women's Group. | Project recommendation to study the development of a Chicana perspective. |
| 22. "Recommended Research Project IX." | Marta P. Latera..... | Research project recommendation to study Chicana pattern of marriage as it may relate to Chicanas' subordinate status in American society. |
| 23. "Colonized Women, The Chicana". | Elizabeth Sutherland..... | A discussion of women as a colonized group, not merely an oppressed one. |
| 24. "The Mexican-American Woman". | Enriqueta Longauey y Vasquez | A look at the history of Chicana women, and also a more current description of the status of the Chicana woman in her relationship to her household, husband, and children. |
| 25. "Las Mujeres Encouraged to Get Involved." | Mary Barber, Los Angeles Times, Apr. 30, 1972. | A call to Chicana women to become involved in their liberation, role changes, birth control, etc. |
| 26. "Changing the School Environment." | Doris Schumacher, Women: A Journal of Liberation, vol. 2, No. 4, 1972. | A family's approach to affecting change in an elementary school's attitude toward sex role stereotypes. |

APPENDIX E

STATEMENT OF CONCERN TO: SHIRLEY M'CUNE, CONFERENCE DIRECTOR; MARGARET STEVENSON, AND SAMUEL B. ETHRIDGE.

We, as participants of The Sex Role Stereotype Conference, recognize that there is a need for counseling of all minority students. Therefore, we feel that the workshop focusing on counseling should have been multi-ethnic in scope since we recognize that students are not only counseled by professionals from their particular ethnic background but in many cases by professionals or other ethnic/racial backgrounds.

We feel that the tone for multi-ethnic counseling should be stressed by NEA because of the cultural, socio-economic, linguistic and psychological make-up of young people in the educational system. The very omission of multi-ethnic counseling historically has perpetuated low self-esteem, intellectual alienation and has deprived minority students of the survival skills necessary to become effective and productive members of the American work force.

We recommend that future NEA conferences of this type focus on counseling in its entirety. To avoid further negative emphasis on the many differences within our multi-ethnic culture, we should be prepared to deal with these differences constructively. We feel NEA should provide the materials and qualified staff members to effectively foster better relationships among all professional educators and counselors.

BLACK CAUCUS,
Conference on Sex Role Stereotypes.

APPENDIX F

CONFERENCE PROGRAM

Friday, November 24

9:30 a.m., registration opens.

12 noon, buffet lunch.

1:30 p.m., opening remarks, Sam Ethridge, director, Teacher Rights Division, presiding. Welcome from NEA, Margaret Stevenson, program director, NEA. Remarks, Louise White, Director, Teacher Corps, U.S. Office of Education.

2:15 p.m., break.

2:45 p.m., general session—presiding: Dr. Wade Wilson, president, Cheyney College, NEA Executive Committee. Conference framework, Shirley McCune.

3 p.m., panel—Education for Survival: Elizabeth Koontz, moderator, Director, Women's Bureau, U.S. Department of Labor. Schools and Economic Survival: Michele Russell, consultant, Detroit, Mich. Schools and Physical Survival: Celeste Ulrich, University of North Carolina. Schools and Psychological/Cultural Survival: Cecilia Suarez, National Chicana Foundation.

4:15 p.m., Small groups discussions of panel presentation—group assignment by name badge.

5:30 p.m., free time.

6:30 p.m., dinner.

7:30 p.m., continuation of small group discussion—sessions.

8:30 p.m., general session—questions for the panel.

9:30 p.m., social hour.

Saturday, November 25

8 a.m., breakfast.

9 a.m., slide show: Sex Role Stereotyping in Textbooks, Lenore Weitzman, Dale Bustamante, University of California, Davis.

10 a.m., workshops—Education Association Involvement: Cora McHenry, Arkansas Education Association; Kate Kirkan, National Education Association. Racism/Sexism: Michele Russell, consultant, Detroit, Mich. Analyzing Instructional Materials—Content Analysis: Sara Zimet, University of Colorado Medical School. Non-Sexist Early Childhood Education: Nora Alemany, University of California, Riverside. Consciousness Raising Techniques for Changing Schools: Rogle Bender, Joan Bartl, Women On Words and Images. So You Want To Teach Women's Studies? Florence Howe, SUNY/Old Westbury. Institutional Sex Role Stereotyping: John McLure, Gail McLure, University of Iowa. Students and Sex Role Stereotyping: Ellen Patton, Claire Fulcher, students, YWCA Women's Resource Center. Community Involvement: Maydene Paysoure, NAACP. Happenings in Your Head: Verne Moberg, Feminist Press.

12 noon, lunch.

2 p.m., "Free to Be You and Me"—Betty Progrebin, Ms. Foundation.

2:30 p.m., slide show presentation: Women On Words and Images, Sex Stereotyping in Children's Reading.

3:15 p.m., workshops—Women in Education: Suzanne Taylor, Connecticut Education Association. Use of Media for Community Action: Our North American Foremothers: National Organization for Women, Anne West. Experience Based Career Exploration: Jan Birk, Mary Faith Tanney, University of Maryland. Identifying and Changing Our Own Sexist Behavior with Children: Betty Levy, Teachers College, Columbia University. High School Curriculum: Cynthia Eaton, Carol Jacobs, Women On Words and Images. Affirmative Action for Education: Althea Simmons, NAACP. Legal Tools to Fight Sex Discrimination: Charlotte Hallam, DuShane Fund, National Education Association. Counselling Needs of Spanish American Boys and Girls: Cecilia Burciaga, U.S. Commission on Civil Rights. Women's History-Herstory: Martha Gershum, Feminist Press.

5:30 p.m., free time.

6:30 p.m., dinner.

7:30 p.m., General Session—Presentation—Slide Show: Corrine Perkins, Dick and Jane Receive a Lesson in Sex Discrimination. Special Interest caucuses. Special Interest Workshops.

Sunday, November 26

8 a.m., breakfast.

9 a.m., Schools and Political Survival: Florence Howe, Feminist Press.

9:45 a.m., framework for action—Shirley McCune.

10 a.m., State and regional group meetings—back home plans.

11:30 a.m., reporting and general session—Sam Ethridge. A Look to the Future: Dr. Wade Wilson.

12:30 p.m., lunch.

APPENDIX G

SEX-ROLE STEREOTYPES CONFERENCE -
FOLLOW-UP QUESTIONNAIRE

Please think back upon your experiences while attending the Sex-Role Stereotypes Conference.

1. What were your goals and motivations for attending the Conference?

2. Were these realized? Yes No

Please specify. _____

3. How would you rate the quality of the Conference activities?

| | Poor | | Excellent | | |
|---------------------------------------|------|---|-----------|---|---|
| General session speakers | 1 | 2 | 3 | 4 | 5 |
| Workshops (specify) _____ | 1 | 2 | 3 | 4 | 5 |
| Workshops (specify) _____ | 1 | 2 | 3 | 4 | 5 |
| Informal workshops (specify) _____ | 1 | 2 | 3 | 4 | 5 |

How might these have been improved? _____

4. How would you rate the quality of the Conference materials?

| | Poor | | Excellent | | |
|-------------------------|------|---|-----------|---|---|
| Pre-Conference readings | 1 | 2 | 3 | 4 | 5 |
| Conference notebook | 1 | 2 | 3 | 4 | 5 |
| Other (specify) _____ | 1 | 2 | 3 | 4 | 5 |
| Other (specify) _____ | 1 | 2 | 3 | 4 | 5 |

5. How would you rate the quality of Conference facilities and arrangements?

| | | Poor | | Excellent | | |
|--------------------------------------|---|------|---|-----------|---|---|
| Housing and food | 5 | 1 | 2 | 3 | 4 | 5 |
| Transportation | 5 | 1 | 2 | 3 | 4 | 5 |
| Opportunity for informal discussions | 4 | 1 | 2 | 3 | 4 | 5 |
| Social opportunities | 4 | 1 | 2 | 3 | 4 | 5 |

6. How would you have improved the Conference? _____
-
-

Please complete these items in light of your experiences in the months since you attended the Conference.

7. In what ways, if any, did the Conference influence your perceptions of sex-role stereotyping in schools? _____

8. In what ways, if any, did the Conference provide stimulation or direction for your actions toward the changing of sex-role stereotyping in schools? _____

9. Please specify materials that you have found particularly useful since the Conference and indicate how you have used them.

Material

Ways I've Used the Materials

10. Since the Conference, what things (events, experiences, actions, etc.) have either affected your feelings about or encouraged or discouraged your activities in reducing sex-role stereotyping in education? Please give a general impression of your assessments of the situation.

11. What activities, if any, have you undertaken which are related to your Conference participation?

Looking Ahead

12. What services could the Resource Center provide that would be most helpful to you?

Materials - Please be as specific as possible.

InformationOther

13. What news of your activities could you share with others who are interested?

14. What, in your opinion, is the next step for action?

15. We would appreciate any other comments you wish to add.

STATEMENT OF DIANE McDONALD, WOMEN'S CAUCUS, NATIONAL EDUCATION ASSOCIATION

Ms. Chairwoman and members of the Subcommittee on Equal Opportunities, my name is Diane McDonald. I am an elementary teacher and I am here representing the Women's Caucus of the National Education Association.

Teachers are becoming increasingly aware of practices which perpetuate sex-role stereotyping in the schools. Many of us believe that such practices unnecessarily limit the potential of girls and boys.

We know, for example, that children are influenced by the text and illustrations of the books they use to learn to read. Some examples I have seen include:

"We are willing to share our thoughts with mankind. However, you happen to be a girl."

"Look at her mother. She is just like a girl. She gives up."

"Women's advice is not worth two pennies. Yours isn't even worth a penny."

"He didn't want anyone to talk about feeling sorry for him. He felt so sad he was afraid he might cry."

Further analysis of most text books available to schools from social studies to mathematics show boys and fathers to be well-rounded, self-sufficient persons while girls and women are frequently portrayed as colorless, mindless creatures who spend their lives in aprons.

Children are surely getting the message!

As teachers we must become aware of our expectations for children and realize the influence our attitudes and practices have on the children's expectations of themselves and others. If teachers expect boys to be more active and aggressive; girls to be more verbal and cooperative; they probably will be.

But teachers need opportunities to examine and rethink their ideas and classroom practices. Pre-service and in-service education is immediately necessary for teachers to implement equal educational opportunities for all children.

In my experience, neither pre-service or in-service training has included any mention of the need to be aware of stereotyping children by sex.

I am entering my eighth year as an elementary teacher. During this time I have had six to ten days of in-service training included in my contract each year. I have also had four six-week summer training sessions. I am now working on my third degree at my seventh university. In all of this experience no one has ever discussed sex-role stereotyping in schools.

Teachers do not control in-service education funds, nor are they the decision-makers in implementing in-service education programs.

Cooperative relationships between school and community must exist for teachers to have the resources necessary to make changes in school practices retarding sex-role stereotyping.

Funds are critically needed to begin re-education ourselves to prepare children for the lives they will lead.

Ms. COLE. In addition, the report contains a number of names of resource people that I felt the committee might want to know about.

Mrs. MINK. You may proceed as you had planned.

Ms. COLE. Mrs. Chairwoman and members of the Subcommittee on Equal Opportunities, my name is Katherine W. Cole and I am here representing the Resource Center on Sex Roles in Education, a project of the National Foundation for the Improvement of Education.

The Resource Center is a national project carrying out three functions:

1. Preparing materials that assist schools and community groups in the reduction of sex role stereotypes;
2. Maintaining a clearinghouse of materials and resource persons working to reduce sex role stereotypes in elementary and secondary education; and
3. Providing technical assistance for research, conference design and training to organizations and groups working to reduce stereotypes.

With me today is Diane McDonald, a teacher from Reston, Va., and a member of the steering committee of the Women's Caucus of the National Education Association.

I would like to say that I have been on this project since March, with 1 month's tour of duty as a jury assignment, so I have had some interruptions during this particular program.

During the past 20 years the concept of educational equality has been a major issue for public education. The impact of the 1954 Supreme Court decision of *Brown v. the Board of Education* has resulted in our addressing ourselves to some of the most obvious manifestations of racism. That struggle continues as we continue to identify the depth to which it is imbedded in our society.

We now find ourselves addressing a second way that children are denied educational equality. Sexism, or the unquestioned, unchallenged and unexamined belief that one sex is superior to the other, operates to deny more than 51 percent of our population the opportunity to develop their human potential. Like racism, sexism permeates all institutions of our society.

Schools, as the primary socialization tool which prepares children for adult roles, similarly reflect and reinforce these beliefs. Elizabeth Koontz summarizes the situation by pointing out that:

Schools reflect the society that has tied woman's role as childbearer to every aspect of her person. Women should not hold traditionally male roles for fear that the family will break up; women work at lower-paying helping jobs, such as nurse, secretary, beautician, teacher or factory worker * * *

As a result, women are trained from birth to use femininity to get their way, and learn at school that girls stay at home and cry while boys go to work and cannot cry.

The reality is that women constitute 51 percent of the U.S. population, make up 40 percent of the labor force, but earn only 59 percent as much as men.

If schools are to provide for the needs of girls, they must move beyond opening educational opportunities as they have traditionally existed. Growing up equal is not growing up in the same ways but rather growing up with opportunities that permit each person to develop and grow in ways that are consistent with their values, culture and potential.

Specifically, we are talking about equity which actively seeks to meet specific needs of women by moving beyond opening the traditional doors of opportunity.

Perhaps one of the best ways to examine the lack of equity in education today would be to review the "report card" for women's education that was developed by Nancy Frazier and Myra Sadker.

I won't go into that here, since that is a part of the material submitted, but I would like to give emphasis to loss of academic potential. By the time that girls are in the fourth grade, their visions of occupations open to them are limited to four: teacher, nurse, secretary or mother. Boys of the same age do not view their occupational potential in such restricted ways.

Women working full time earn less than men, and the gap between men and women is increasing. In 1955 women earned 64 percent of what men earned, and in 1970 it had dropped to 59 percent.

Even women in the same job category earn less than men. Of professional workers, women earn 66.7 percent of men's earnings, of sales workers 42.8 percent of men's earnings. In higher education the gap

between women faculty at the professor level is 8.6 percent. The mean salary of women public school teachers is \$9,216; and of male teachers, \$10,013.

The report card is applicable to all of our society. Family experience, mass media, institutional practices, personal attitudes, and community norms all contribute to women's education. Within public schools, however, we can identify numerous ways that sex role stereotypes are perpetuated.

The functioning of textbooks and instructional materials as agents of socialization has been well documented in the work of Sara Zimet. Her analysis of reading texts indicates that readers, in addition to serving as instruments of instruction, also serve to convey socially appropriate behavior patterns and cultural expectations, social and economic values, and racial and sex role stereotypes with a general aura of authority and finality.

Lenore Weitzman's studies of sex role stereotypes in children's picture books and textbooks demonstrate the extent to which women are consistently either virtually invisible or portrayed as passive, dependent, unstable, unadventurous and weak. This finding has been replicated in numerous studies by various investigators; this image recurs in texts in all subject areas and in all educational levels.

Then I go on to give other highlights about what publishers are doing.

During this year we have also seen a growing awareness and use of legal tools for redressing violations of sex discrimination. It should be pointed out that this has occurred in spite of the lack of action from Federal agencies.

As an example, even though several significant pieces of legislation prohibiting sex discrimination in education were passed during the first 6 months of 1972, no systematic efforts to inform State and local school administrators and staff of their impact have been undertaken to date.

For example, title IX of the 1972 education amendments was passed in June 1972. State school officers and local school superintendents were not informed of the legislation until February 1973. To date, guidelines or regulations have not been developed for legislation, and Federal and State department personnel have not been trained to enforce the legislation.

When community groups have moved to file charges of discrimination against school districts, most administrators have had no understanding or comprehension of the legislation or the issues.

Awareness can only be considered the first step in bringing about change in the opportunity structure. We now have to face the problem of developing programs which can systematically deal with the problems and provide the skills and capabilities for bringing about change.

In this area we are facing a competency crisis. Few persons and organizations know how to deal with the issues or have the resources for developing that competency. We must find a way to provide resources for developing that competency. This is going to cost money, and H.R. 208 could go a long way toward providing the resources that will be required to deal with the problem.

The argument may be made that funds are available under other existing programs. Although a few projects have funded programs

for women, they represent a miniscule amount of research and demonstration funds awarded by the U.S. Office of Education and the National Institute of Education.

Given the current situation of increasing educational costs and a declining Federal support of educational activities, it is naive to assume that systematic programs for increasing women's educational opportunities will be developed without specific designation of funds for these activities.

H.R. 208 would provide funds consistent with the principles that have been found necessary for changes:

1. Citizen involvement through a national advisory committee. I know the bill states there will be a commission as such. I hope with all earnestness that this commission will reflect a cross-section of people out here—to the degree that all people are represented, not necessarily those “who are from the Federal sector” but that we have a cross-section of people.

I might add to this, because of the lack, from my viewpoint, of minority involvement in the sex role stereotyping issue—and this is of great concern to me, why there are not more—I have suggested that our organization set up a task force of 8 or 10 black women to address themselves to this point in a position statement and to keep in mind what H.R. 208 has to say, because I do not think enough cross-sections know about this particular bill and its help that it could provide for each of these districts. So if they wrote a position paper and with this paper addressed H.R. 208 and all its ramifications, I think this would go a long way in getting the message across.

I would like to add that this would not say “this is what all people believe.” Frequently we get involved in that: “because seven or eight write a particular statement, this reflects the viewpoint of all people.” This will only reflect this particular group of people. I would be happy to send you a copy of our statement. We hope to do this in November.

2. Openness to research demonstration and training programs for all persons of women's educational community. Since there seems to be a lack of understanding, I think demonstration and training programs—and of course, this gets into attitudinal changes—we can write all the legislation on the books, but until we give training and change attitudes we are still going to be invaded with racism and sexism.

3. Opportunity for systematic funding and coordination of programs. So we bird dog what is available. Sometimes things are made available and along the line they lose focus.

4. Opportunities for programs related to specialized cultural, racial or ethnic needs. I think they best can determine their needs as opposed to outsiders determining that.

5. Increasing supply and quality of counseling and guidance services. Counselors have done a great deal. If their role was enlarged, not in terms of secretarial but where they can become involved in working with boys and girls to make a meaningful society, I think this would be helpful.

We urge passage and funding of H.R. 208 for the betterment of all citizens and for moving toward provision of true equity to women.

Mrs. MINK. Thank you very much for your statement. We will be especially interested in the special task force regarding minority women that you mentioned and would welcome the submission of that

report to this committee and inclusion in our record at such time as it should be completed.

I think one of the very major concerns of this committee is the dual jeopardy which minority women suffer in this society, and therefore the findings and recommendations of the task force that you mention would be especially helpful, I think, in designing legislation that can address itself to this particular problem.

I would be most interested in having your comments and opinions with respect to how this legislation can meet the needs of minority women in this country and how you believe it can have an impact.

Ms. COLE. In terms of the training programs that are specifically stated in legislation, I think this is very good because there are a number of minority women who would like further training, but it becomes a burdensome task if you do not have the money; better still, if you do not know where to go to get it.

This again comes in, why we need the additional help of counselors who would make this kind of information available. Not just counselors—teachers, the entire gamut, the legislators—as they move out on the circuit they tell women in community groups that these programs are available.

I will not discount those people who want to do further research. I think this is very important. But I do not want the two issues to become confused. We are going to do more here and less here in terms of dividing up the pie. I don't think that is equitable treatment. I have seen too much of that until it has become disheartening to me.

Mrs. MINK. Society has in general endorsed the notion, however, of second-class citizenship for women and this has permeated the entire educational system. Recognizing the fact that the overwhelming majority of elementary schoolteachers are women and they are the products of this society and therefore contribute to these attitudes being carried forth from one generation to another through their teachings and the manner in which they present curriculum material in the classrooms, how are we going to confront these women who have a unique and special responsibility to be sensitive to the objectives and pursuits of this legislation?

Who are we going to deal with in this particular problem? I would be especially interested in your comments because you are a representative of the teachers in your capacity as head of the Resource Center.

Ms. COLE. Let me clarify that. I am not just representing the teachers. I am representing the entire gamut, just women. My background happens to be that I have been a teacher. I have been a school counselor and I moved up to counselor-educator, and I am a mother, so keeping all of that in mind—I think first, I guess, I am just hooked on inservice training, but I think we have to get to attitudinal changes.

Until we master that skill on how we can spread the message so it becomes a rippling effect—208 is a very positive measure and I think that commission of women that will be a part of this to carry out this mandate would do well in letting people in the community know which part of the bill would be applicable to their particular needs. But never forgetting attitudinal changes. I guess that is the main thing that I am concerned about that your bill does, and, of course, the data col-

lected would be advantageous in letting us know which parts have been covered and which have not.

Mrs. MINK. Mr. Clay?

Mr. CLAY. Thank you, Madam Chairman.

Could you give us a brief summary of the highlights in the report that you have asked us to look at?

Ms. COLE. Back in November, prior to my arriving at this particular assignment, they had a project, Sex Role Stereotyping Conference, under OEO grant. It was felt many women are doing things out here but they had never been pulled together as a particular unit to discuss various issues.

Another thing, a number of women had written materials which would be of value to schools and school districts, and they needed a repository or coming together so they could share these ideas.

From this particular conference—and I have listed all those who attended—from this particular conference they were able to determine what things needed to be shored up in ways of programs, how this information could be utilized by the communities and how additional programs needed to be started.

As a result of that conference, women there felt we needed a resource center to (1) have a repository for these materials which has been developed; (2) to provide technical assistance to schools or school districts where they would like to make changes in their curriculum; and (3) to help chief State school officers in finding out what is going on.

Since that time we have sent out a questionnaire to all chief State school officers to find out what they are doing in this area for women in affirmative action programs, as well as minorities.

We have received to date, I guess, about 10—and that is not very encouraging—as to what is being done in the States in terms of these particular programs. But that conference was a result of that.

Mr. CLAY. In your statement you say that intellectually girls start off ahead of boys and then at a later date in school their aptitude begins to decline. Do you feel there is a need for some kind of special remedial educational program for girls and women because of past and present discriminatory attitudes?

Ms. COLE. Remedial program?

Mr. CLAY. For those who are economically deprived we came to the conclusion there is a need for special types of educational programs in order to enhance their ability to catch up with others.

Ms. COLE. I guess I have a problem with "remediation." I guess I need to clarify that. Because what one may believe that is remediation for, may or may not be. "I am where I ought to be at this particular time and it is just the way they interpret it."

Mr. CLAY. So, in other words, you are saying it is not—

Ms. COLE. You need to recognize that we are all human beings and this has to be perpetuated from birth, straight from the cradle to the grave.

Mr. CLAY. In other words, the remedial education should be on the other side. Is that what you are saying?

Ms. COLE. Thank you, Mr. Clay.

Mrs. MINK. Mrs. Chisholm.

Mrs. CHISHOLM. There are two basic questions I would like to ask you, in view of the legislation that we are now attempting to have these hearings on and in order to get some input from all the various persons appearing before us.

Since the minority women suffer from the twin jeopardy of race and sex, I was wondering if you feel we must have some built-in regulations or guidelines in this legislation, so that we will be sure that when and if this legislation becomes the law of the land, there will be a kind of priority given in this direction. All too often in the past when you have legislation for society as a whole, those members of society who are not as knowledgeable tend not to be able to get the benefit from the legislation because of a lack of authorization, lack of help, a lack of many things.

I wonder if you would have any suggestion as to built-in guidelines in this legislation to make sure that these women have some kind of priority or are given some kind of consideration, because they are not as organized, and they are not as sophisticated. We all know too well the reasons for this.

Ms. COLE. I think originally I had alluded to the fact I look at that commission because they can either help or hurt us in terms of minority. If this group is a cross section and they are sensitized to our particular needs—and I am using “our” in terms of minorities—if they are sensitized to our particular needs, then they are going to bird-dog each of these programs as they are developed. I don’t care where they are. Unless a basic report—too long have we waited for yearly reports or something else way in the distant future—you can do your damage by that time. You can carry it out.

So I think a short period of time where we go back and evaluate and constantly evaluate what is being done, in that way I can be assured that you are doing this for me. That is my feeling.

Mrs. CHISHOLM. Second, as I view the legislation I wonder also about the business of having the President appoint the chairman of the commission. We have had the President—I am not talking about this specific President, Presidents before—appointing people to be the heads of commissions who are not really attuned to the needs of the jobs and the responsibilities of said commission.

I wonder whether or not it would make sense, since many of the members are going to be appointed by the President, to actually have the commission function for a period of 4 to 6 months, and then have the members themselves select the chairman. In that way, the members would get an opportunity to talk with each other, to observe each other, and to recognize whether or not the commitment is there. Because if the commitment is not there, this is just going to be another commission on paper, and I have some misgivings about any President appointing a chairman.

Ms. COLE. I share those same feelings. As I went through the bill this was of great concern to me. I had even underlined it. I think if they are going through some kind of humanistic qualities the leader will emerge, as opposed to someone else selecting the leader for them.

Mrs. CHISHOLM. In addition to the curriculum and the materials that would be utilized to bring about a change of direction in the educational opportunities for women, what are we going to do about the attitudes, the attitudes of the persons who are supervisors in the ad-

ministration. Even if they have the programs to implement, if they have certain preconceived and conditioned attitudes about certain peoples in this country, does it make any difference? They are not going to be able to do the job that the legislation calls for.

So wouldn't you feel it might be necessary to also have an orientation course in attitudes?

Ms. COLE. Yes.

Mrs. CHISHOLM. I raise all these questions because I am an educator by profession. I have gone through this for 15 years before I went into the field of politics. There are several things that concern me, and I want to get your reaction.

Ms. COLE. Very definitely. I think before any program starts, if you are going to work from a team approach—and I would hope that is the way we would work—that we first have an orientation period and perhaps at that time we can begin to eliminate those who would not like to serve in that capacity in that school or in that school district.

It might be feasible for them to retire much earlier, and this would be a way of eliminating some of these people. With some I don't think anything will be done about it, I don't care how many programs you have. But we will have to take our chances and work with those who are at least trying to make some effort.

Mrs. CHISHOLM. One last question. I know this is probably a very highly controversial or provocative question, depending on where the person who is listening to the question comes from. That is this: the question of age. We are living in a very dynamic and fast-moving society and there are many changes that are occurring where persons who have possibly been trained 25, 30, 35 years ago are not able to turn themselves around, if you will, in response to the needs of this society.

What are your feelings on the thought that perhaps we should look a little more at mandatory age resignations or withdrawals from educational systems? Of course, one would take into account all of the pension rights and what have you. I have seen too often in school systems and in educational institutions that it is not the teachers or those on the lower rungs of the educational scheme of things who are not attuned and sensitized and want to do a job, but it is those so often that hold a supervisory and administrative position who have gotten there by virtue of tenure rights, by length of service, who are not sensitized at all, and this thwarts the development of those persons who really want to do a job.

I wonder about your thoughts on that.

Ms. COLE. I think frequently I am concerned about this. I have to be. I don't want to get pushed out of here too soon because of the age requirement, so I have to keep that in mind, but those people who have shown by their work that they are not in tune with what is going on, perhaps we could give them other assignments. You know, through a bureaucracy this can easily be done without setting people off, so to speak.

And maybe if we gave them additional assignments, or we get rid of a number of people through O.L.; maybe we will have another one in March when the cost of living goes up. So maybe this is the way.

But we are still going to have some around. Through the orientation process you mentioned, maybe we could get to them. But they certainly stymie young people from coming forth and giving bright and fresh new ideas. It is hard to put people out to pasture now.

Mrs. CHISHOLM. I want the record to clearly indicate that I am not against persons who have years of experience. I don't think they should just be cast out in the pasture, because I hope some day to get old and I hope on the basis of my abilities and talents that I can offer a few services, even if I maybe reach the age of 90.

But I am saying there are far too many of these individuals that I think are thwarting the efforts that can be made to really bring about directional changes, attitudinal changes and what have you, and perhaps we have to look for some other kind of alternative for them.

Ms. COLE. Give them other options which will make them happy.

Mrs. CHISHOLM. Right.

Ms. COLE. Thank you.

Diane McDonald is accompanying me and she has a statement to give.

Ms. McDONALD. Mrs. Chairwoman and members of the subcommittee, my name is Diane McDonald. I am an elementary teacher and I am here representing the women's caucus of the National Education Association.

Teachers are becoming increasingly aware of practices which perpetuate sex-role stereotyping in the schools. Many of us believe that such practices unnecessarily limit the potential of girls and boys.

We know, for example, that children are influenced by the text and illustrations of the books they use to learn to read. Some examples I have seen include:

"We are willing to share our thoughts with mankind. However, you happen to be a girl."

"Look at her mother. She is just like a girl. She gives up."

"Women's advice is not worth two pennies. Yours isn't even worth a penny."

"He didn't want anyone to talk about feeling sorry for him. He felt so sad he was afraid he might cry."

Further analysis of most textbooks available to schools from social studies to mathematics show boys and fathers to be well-rounded, self-sufficient persons while girls and women are frequently portrayed as colorless, mindless creatures who spend their lives in aprons.

Children are surely getting the message.

As teachers, we must become aware of our expectations for children and realize the influence our attitudes and practices have on the children's expectations of themselves and others. If teachers expect boys to be more active and aggressive; girls to be more verbal and cooperative; they probably will be.

But teachers need opportunities to examine and rethink their ideas and classroom practices. Preservice and inservice education is immediately necessary for teachers to implement equal educational opportunities for all children.

In my experience, neither preservice or inservice training has included any mention of the need to be aware of stereotyping children by sex.

I am entering my eighth year as an elementary teacher. During this time, I have had 6 to 10 days of inservice training included in my contract each year. I have also had four 6-week summer training sessions. I am now working on my third degree at my seventh university. In all of this experience, no one has ever discussed sex-role stereotyping in schools.

Teachers do not control inservice education funds, nor are they the decisionmakers in implementing inservice education programs.

Cooperative relationships between school and community must exist for teachers to have the resources necessary to make changes in school practices retarding sex-role stereotyping.

Funds are critically needed to begin reeducation ourselves to prepare children for the lives they will lead.

I would like to emphasize at this point that when consideration is given for the commission, I feel as you had stated earlier that many people are not aware of the kinds of things that need to be done in education.

One of my experiences that people who are involved at the higher supervisory levels have not been in touch with children for some time and the children change us a great deal about what they need and I feel it is very important to have people who are involved with children day to day involved in the input in such a commission.

There are knowledgeable persons that can contribute, although they may not be highly visible or very sophisticated in governmental circles. I think they can make a great contribution.

Mrs. CHISHOLM. I would like to ask you in terms of the relationships you may have had with the parents in a given community, have you been able to evidence real concern on the part of the parents with respect to this business of role stereotyping? Have parents raised this issue at meetings or in conversations, or in any way at all?

I am interested in whether parents are cognizant of this revolution that is going on today.

Ms. McDONALD. It has been almost nonexistent until this year. I have noticed a great deal more conversation about it. There is great controversy. Some parents believe that the role stereotype should be maintained and should be reinforced by the schools and at the same time other parents feel the school should be doing something to change the way they teach children and girls' lines and boys' lines in textbooks should be eliminated.

But this consciousness I have not observed until the last year.

Mrs. CHISHOLM. My second question is this: Would you say that perhaps the time has come for colleges and institutions of learning to really reassess and reevaluate the kinds of curriculum that they utilize for the preparation of teachers who are going to have the responsibility of guiding and determining the destiny of the thousands of children that come under their control.

I tend to feel that our traditional educational institutions have been spending so much time trying to get the funds, proposals, and programs ready that they have not given themselves time to reassess and reevaluate the programs in light of why this is happening.

I think we need to do something about changing the traditional educational courses that are being given to young persons that are now coming out today, who are finding themselves abject failures in many of our institutions.

Ms. McDONALD. I feel, as Mr. Clay indicated, something about remedial education being necessary; I feel the only thing that would be somewhat akin to that would be to reeducate the people who are going to be educating the children. Those of us who are aware of the changes that need to be made have gone through a great change in our own thinking through our own resources but the schools are not attuned to it and they are very difficult to move.

I have found it virtually impossible to get a university to listen to a teacher about the kinds of things a teacher needs to have in order to teach, whether it is involving sex role stereotyping—in many cases they don't even know what I say when I say sex role stereotyping. They think I mean sex education.

So the level of consciousness is so low and the ability to move the higher educational institutions is so difficult that I think the forces need to prevail on these universities that they will listen to.

Universities are also frequently responsible for inservice training and planning for those teachers who are already teaching. Therefore, they have a double responsibility to become attuned to what is needed.

Mrs. CHISHOLM. Thank you very much. Our chairwoman is back.

Mrs. MINK. I have a question in relation to your response. The importance of the university, I think, is recognized insofar as the inservice teacher training capabilities they might develop and with regard to the new teachers that they are training each year.

But what do we do with the teachers that do not sign up for inservice training that is planned, who are the real victims of society with regard to sex differentiations as seen in the way they present their curriculum.

What are we going to do about this problem, or is there nothing we can do?

Ms. McDONALD. I see two points of entry. One is through the educational associations. There has been a move in the National Educational Association to establish women's educational committees at the State and local levels. It has been recommended by the National Association that all affiliates do this.

These organizations are made up mainly of teachers and can, if they choose to, if they harness their potential, they can educate teachers. The other point of entry would be the school system itself.

I have never heard of a school system that did not require some type of inservice education for its teachers. This is certainly getting to be more of a trend, not less. So that we just get to the people who are the decisionmakers in determining what that inservice will be. That is usually the people who are, from what I have seen, the least conceivable that sex role stereotyping exists, so I see those two points as the only way to reach those teachers who will not voluntarily go out and seek information.

Mrs. MINK. Can you tell us what the Women's Caucus of NEA is?

Ms. McDONALD. It is a group within the NEA that is made up of women and men who are interested in working at the national level for women's issues in legislation, in national policies of the Educational Association, and in assisting local associations in developing women's education programs.

We have mainly worked at our national convention to bring to the attention of the delegate assembly those issues that are important for women, and to provide a communications system for those people

around the country who are working in this field so that we can help each other out.

Mrs. MINK. What percentage would you say of the NEA identifies with the Women's Caucus?

Ms. McDONALD. We have approximately 1,000 members out of 1,400,000 at this point. But we have increased our membership by almost 50 percent. We have only been operating for 3 years. So we are increasing quickly.

Mrs. MINK. Do you think this legislation will assist the Women's Caucus of NEA to enlarge its membership?

Ms. McDONALD. I most sincerely hope so.

Mrs. MINK. Thank you very much. May I thank both of you for your contribution to the hearing today.

I would like next to call Joy Simonson, president of the Interstate Association of Commissions on the Status of Women.

We welcome you to the committee today. Without objection, your testimony will be inserted in full in the record at this point, and you may proceed in any way you choose.

[The statement referred to follows:]

STATEMENT OF JOY R. SIMONSON, PRESIDENT, INTERSTATE ASSOCIATION OF COMMISSIONS ON THE STATUS OF WOMEN

The Interstate Association of Commissions on the Status of Women appreciates this opportunity to appear before this Committee to express our strong support for H.R. 208, the Women's Educational Equity Act of 1973. We have been interested in this legislation from its inception and are delighted that these hearings have been scheduled to focus attention in Congress and elsewhere on this vital subject.

Although the Interstate Association is only three years old, there have been Commissions on the Status of Women in the States since the original Presidential Commission, appointed by President Kennedy and chaired by Ms. Eleanor Roosevelt. Today there exist Commissions, based either in legislation or executive orders, in most of the States and in a rapidly growing number of cities and counties. They represent the concern of their respective governments with the needs and problems of women. They serve as bridges between the "establishment" and the wider community of women.

Education, at all levels and in its varied aspects, has been a primary subject for study and action by Commissions on the Status of Women throughout the country and by the Interstate Association itself. At our recent Third Annual Conference in Philadelphia, we adopted three significant Resolutions on Human Rights, Education and Higher Education (copy attached) relating to this area. Probably no subject, except perhaps the Equal Rights Amendment, has occupied so much of our attention. I will submit for the record statements and author of this bill, Representative Patsy Min, that because of the enormity of the problem of sexism in education and its debilitating effects on our society in the wastage of human potential, the problem must now be attacked at a national level to be effective. America will not be able to achieve its full potential until every member of society has the opportunity to develop her/his full human potential.

Research has shown that different attitudes are expressed toward female and male infants as early as two days of age. Sex role conditioning is in the very atmosphere in which girls and boys develop in their homes and schools. For example, sports are of great importance in American life, so it is significant that sports programs for girls in many schools have been almost non-existent. Often girls teams use the gymnasium or pool when the boys aren't using it, such as before school or in the evening. The separate but equal program has been mainly a myth because of wide disparities between the boys and girls sports programs. Two examples found in 1972 high school budgets from midwestern cities were 1) \$192,000 for boys interscholastic sports vs. \$9,700 for girls interscholastic sports; 2) \$225,000 for boys sports and nothing for girls.

I commend to you the article "Training the Woman To Know Her Place: The Social Antecedents of Women in the World of Work," written by Drs.

Sandra L. and Daryl J. Bem for the Pennsylvania Department of Education in 1973. It summarizes much of the research on sex role conditioning and shows how it psychologically handicaps females and prevents their taking advantage of options which may be theoretically or legally open to them.

This point is of particular importance in relation to the legislation before you. It might be asked why a "Woman's Educational Equity Act" is needed now that we have such a wonderful array of legal weapons against sex discrimination—Title IX of the Education Act of 1972. Title VII of the reports prepared by several State Commissions which provide examples of the work being done in this field—hearings, surveys, publications, etc. Other Commissions, including Hawaii, will submit material directly to the Committee. The attached bibliography lists some of the materials prepared by State Commissions in the area of sex bias in education.

The Pennsylvania and Minnesota Commissions have been instrumental in working with their State Departments of Education in the adoption of guidelines and policies intended to eliminate sexism in the public schools. These policies include elimination of sex segregated and sex stereotyped programs, activities and courses, development of career education programs for all students which recognize the need for equality of opportunity in career choice regardless of sex, inclusion of feminist literature in school libraries, selection of textbooks which promote the elimination of sex bias, and the provision of an equal opportunity program of hiring, training and promotion of all persons regardless of sex, race or marital status. (I am submitting copies of these excellent policy statements.)

We have been so involved in problems of education for just the reasons we are enthusiastically supporting H.R. 208—there is nothing more fundamental and essential to improving the status of women in our society than providing an educational system, broadly defined, which will be truly equitable. Even as we work for changes in the U.S. and State Constitutions, for enactment and enforcement of a variety of laws to equalize the position of women and men, and for breakthroughs in employment, we remain conscious that attitudinal barriers to "full participation in American society" (as Sec. 2 of H.R. 208 so well phrases it) underlie all the other obstacles.

We believe that many efforts on a local and state level are very important in raising the consciousness levels of the people involved in the studies and the public officials to whom the studies are directed, in alerting them to the magnitude of the problem of sexism in our society. But we agree with the Civil Rights Act of 1964, Executive Orders 11246 and 11375, and others. In my judgment, H.R. 208 is needed to facilitate *affirmative action*, to help women overcome the effects of past discrimination and to help society itself overcome the attitudinal barriers which permeate the thinking and reacting of men and women. If this bill can provide "equity" for women, they will be equipped to move toward the "quality" which is mandated in many federal and state laws. The programs and support provided in this legislation can give women the skills they have been denied so they will be able to move into the full range of educational opportunities and regular programs.

Because of the pervasiveness and subtleties of the inequities affecting women, I am pleased to note the great variety of activities authorized by H.R. 208. Commissions on the Status of Women have recommended many of them as a result of their own studies. They have contributed countless thousands of womanhours to projects ranging from surveys of student attitudes to establishing resource centers to counsel women; from investigations of the employment status of women at every level of the educational system to analyzing textbooks and curricula for sexist bias; from role model projects for high school girls to protesting stereotyped career counselling; from organizing in-service workshops for professionals to presenting radio and television broadcasts. We know that other women's organizations have similarly poured forth volunteer efforts in this cause.

But the needs are too urgent to be left to the voluntary groups and the spotty "drop-in-the-bucket" funding that a handful of projects have struggled to obtain from government agencies or foundations. We need the Council on Women's Educational Programs and the fund authorization provided by H.R. 208 to give both a psychological and a boost. The Interstate Association recommends that major emphasis be placed on the following:

Development of new and improved curriculum that will portray men and women equally—this includes the development of textbooks and materials that do not portray sex bias.

Development of a model career education program which recognizes the need for equality of opportunity to girls and boys to choose roles for themselves without being conditioned into a stereotype of which is appropriate for a man or woman.

Development of community education programs that focus on the changing and multiple roles of women and men, the changing relationships between women and men in our society, the equalitarian marriage and other forces of change in present day society.

Development of training programs for teachers, counselors and other educational personnel so they do not continue to educate and counsel young men and women in the sex biases of the past.

Development of physical education programs at all educational levels so that women develop strong, coordinated bodies and enjoy an active, healthy life.

Development of programs aimed at increasing the number of women in administrative positions at all levels in institutions of education.

Development of training, educational and employment programs for unemployed and underemployed women.

While the \$15 million authorized for the first year is miniscule in comparison with other sums spent on education, it will have an effect far larger than the dollars involved. The dissemination of information, of demonstration projects, research, etc. required under the bill will reduce the present wasteful process whereby groups are "re-inventing the wheel" in many communities. Professional expertise and practical know-how can be shared to amplify volunteer efforts. There are worthwhile programs underway, but we need a mechanism for adapting and communicating them to communities around the nation.

The Interstate Association sincerely hope that your Committee will report out H.R. 208 favorable. I assure you that Commissions on the Status of Women in every part of the United States will gratefully support your efforts.

INTERSTATE ASSOCIATION OF COMMISSIONS ON THE STATUS OF WOMEN

SELECTED RESOLUTIONS—PASSED BY THIRD ANNUAL CONFERENCE—JUNE 15-17, 1973

Human Rights

IACSW urges member Commissions to work for passage, strengthening and enforcement of laws which prohibit discrimination on the basis of sex, race, color, creed, religion, national origin, age, and marital status in employment, housing, public services and education; and further recommends that federal, state, and local agencies and departments charged with the enforcing of such laws and the implementing of guidelines should be adequately funded and supported.

Education

Whereas sex role stereotyping permeates all levels of education and all phases of our educational system, and

Whereas women faculty and staff continue to be discriminated against, and

Whereas present federal laws and orders have not been adequately enforced, including:

Executive Order 11246 as amended by 11375

Title VII of the Civil Rights Act of 1964

Equal Pay Act of 1963

Title IX of the Education Act of 1972

Title VII and Title VIII of the Public Health Service Act

Therefore be it resolved that IACSW and member Commissions strongly urge the Secretaries of Labor, HUD, and HEW to:

(1) conduct compliance reviews by federal agencies in institutions against which sex discrimination complaints have been filed and institute economic sanctions when applicable;

(2) move without further delay to facilitate issuance of effective Title IX (Higher Education) Regulations;

(3) provide training to State Employment Security staff and State Department of Education staff in existing sex discrimination laws and regulations, including their implementation for state and local governments;

(4) investigate ways that research, contracts and program funds could more effectively deal with needs of women.

Be it further resolved that IACSW supports measures necessary to equalize a high level of educational opportunity for all women. IACSW urges its membership to take positive steps to assure that sex bias not be perpetuated in explicit or implicit ways in the development of any career education programs.

Women in Higher Education

IACSW endorses the joint statement on women in higher education coordinated by the AAUW and prepared by representatives of 13 national educational organizations, because the statement:

(1) Recognizes the wide spread discrimination that exists in our institutions of higher education and the moral and legal obligations of colleges and universities to eliminate discriminatory practices.

(2) Deals specifically and in detail with the *four* major areas of discrimination against women: *Equal education*, including program flexibility, part-time study, curriculum, continuing education, counselling, placement, housing, health services, and student services and facilities; *Employment*, including recruitment and hiring, salaries and conditions of employment, and assignments and training; *Participation of women* in decision making, including general participation, faculty and administration, students, trustees and regents; and *Institutional services and practices*, including institutional and community data collection, child care facilities and administrative coordination.

Married and Pregnant Students

Whereas many school districts in the United States do not allow married students and pregnant school girls to remain in school, and

Whereas many of these young people never complete their high school education which is a prerequisite for most job training and as a result many are forced to seek public assistance,

Therefore, be it resolved that the member commissions should petition their state legislatures to enact legislation which would make it illegal for a school district to force any student who is pregnant and/or married to leave school or to restrict participation in school activities and to make it mandatory for each school district to have a program which will actively encourage every person in the district to complete his/her high school education.

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STATEMENT OF JOY SIMONSON, PRESIDENT, INTERSTATE ASSOCIATION OF COMMISSIONS OF THE STATUS OF WOMEN

Ms. SIMONSON. I will just read part, and I would like to give you specific examples of what some of the State commissions are doing.

The Interstate Association is not an official body, but are members of all the official bodies.

Although the Interstate Association is only 3 years old, there have been commissions on the status of women in the States since the original Presidential Commission, appointed by President Kennedy and chaired by Ms. Eleanor Roosevelt.

Today there exist commissions, based either in legislation or Executive orders, in most of the States and in a rapidly growing number of cities and counties. They serve as bridges between the "establishment" and the wider community of women.

Education, at all levels and in its varied aspects, has been a primary subject for study and action by commissions on the status of women throughout the country and by the Interstate Association itself. At our recent third annual conference in Philadelphia, we adopted three significant resolutions on human rights, education, and higher education, which we have attached to this statement, relating to this area. Probably no subject, except perhaps the equal rights amendment, has occupied so much of our attention.

I have with me examples of some of the commission's work and other commissions will be sending in statements or reports directly to the committee. I understand that the Hawaii commission, for example, is planning to communicate with the committee. But I think some of these may be of interest to you, to show you the variety of conclusions that the commissions have around the country.

In Pennsylvania, they have adopted a statement which I would appreciate having inserted in the record. It is a short statement submitted to the committee from the Pennsylvania Commission on the Status of Women. I would appreciate if this could be in the record.

Mrs. MINK. Without objection, this will be inserted in the record at the end of your statement.

Ms. SIMONSON. In Pennsylvania, the commission has worked with the superintendent of education at the State level and last September he issued to the school administrators throughout the State of Pennsylvania an excellent statement on sexism in education which I think is important. It is the kind of thing we would have liked to have written ourselves. The fact it came from a chief school officer in his change of command makes it quite significant. It is a one-page statement.

Mrs. MINK. Without objection, that will be inserted also at the end of your statement.

Ms. SIMONSON. Similarly in Minnesota, the State commission on the status of women has worked with the school authorities and the Minnesota State Board of Education has issued a pamphlet or a statement of policy and proposed action entitled "Eliminating sex bias in education," which has gone to all the local school superintendents in the State of Minnesota. Again, it is something I would hope would be replicated in many States.

Mrs. MINK. Without objection, that will be included at the end of your statement.

Ms. SIMONSON. In Illinois we have here a report which was prepared by the commission on the education committee where they study the status of women in higher education. They surveyed all the State universities and colleges and found a shocking situation.

I won't go through this now and I think probably it is too long for

insertion, but if I could leave it for staff perusal. It reviews several major aspects not just recruitment and promotion which we know about.

In the last couple of years when funds have become short, it is women who have been fired while men have been hired. Men are obtaining tenure and women are not. Married women are particularly discriminated against which is proof that nepotism rules still prevail, although they are illegal and the universities say they do not have them. The facts are there.

Married women are being fired at a highly disproportionate rate. They have grievance procedures at very few of the universities and colleges in Illinois and the situation is getting worse and not better.

They had a preliminary survey in 1971 and this is a followup that shows things have deteriorated.

I have attached to this a separate report to civil service employees at Northern Illinois University and there again there is a really distressing example of discrimination and these, of course, include a great many low-income, low-skilled women and it is quite obvious they are not getting equal pay for equal work and they are not getting upward mobility as they are entitled to. If I may leave this.

Mrs. MINK. That will be received for the committee files.

Ms. SIMONSON. It is a very distressing situation.

In Idaho, the commission on the status of women has done an interesting report. They have specifically endorsed H.R. 208, and they have recommended that the funds be allocated in block grants to commissions on the status of women. They talk specifically of the Idaho commission, but I presume they would see that as a pattern nationwide.

They set forth an outline of the plan under which the State commission would administer the block grant, would set up criteria for approving projects.

It lists the kinds of groups from whom they would solicit applications for projects. The Interstate Association is not in a position to endorse or act otherwise on that Idaho suggestion, but I think it is an interesting one that you might wish to consider and they also have some other recommendations in the field of education. If I may leave this report and possibly the pages relating to H.R. 208.

Mrs. MINK. Without objection the pages relating to H.R. 208 will be inserted at the end of your statement and the entire report will be received for our files.

Ms. SIMONSON. We have, from Arkansas, an interesting contribution. The Arkansas Commission on the Status of Women did a survey of high school boys and girls in 14 secondary schools. It was primarily an attitude survey and the reactions of the boys and the girls were markedly different.

They asked them questions about the roles which they see for men and for women and the ability to do various kinds of jobs and their basic values and their aspirations in life and of course there are lots of individual differences. But there is a clear pattern that emerges of girls' outlook compared to boys'.

Boys don't seem to think very much of girls. This is an interesting report of which the summary pages perhaps might be included.

Mrs. MINK. Without objection, the summary pages will be included at the end of your statement. The report will be received for our files.

Ms. SIMONSON. Thank you.

In Iowa, I have a newsletter here which shows a number of activities they have of which I have checked two or three specifically in education. They report on a seminar on Woman's Personality in Society, which dealt especially with the elusive area of creativity.

I guess we all know it is very difficult to measure, let alone describe what is creativity. But there seemed to be a consensus that women tend to be more inhibited in our society and to underestimate their intellectual abilities. Creativity thrives on self-confidence and uninhibited exploration, and thus women are further thwarted from fulfilling their "creative abilities."

I think this is something hard to pin down and yet the sort of thing that is important to our society. If any of the projects under H.R. 208 can foster creativity by women, we will all be the beneficiaries of that.

I also have for your consideration a presentation made by the Iowa Commission on the Status of Women to the board of education in the Des Moines public schools. They were considering expansion of the athletic program in their schools and the commission on the status of women reviewed some of the inequities between physical education for boys and for girls.

But particularly they raise questions about quality versus quantity of physical education in sports and athletics. In the end they say that * * * it will not do for girls merely to extend the kind of athletics and the kind of physical education that we had for boys. So they raise some very thoughtful questions in behalf of providing suitable athletics and suitable physical education for girls.

There is also here a very interesting challenge to the Scott Foresman reading series. You heard yesterday about the highly sexist nature of these reading books which are used so widely in the schools, and the committee has presented to the Cedar Rapids board a challenge to these textbooks. They have come up with recommendations for interim steps that can be taken while we are awaiting the new textbooks.

I noticed yesterday Mrs. Fraser talked about the 5-year period to get new textbooks. So these are specific recommendations for workshops, compensatory strategies to be devised, in-service training, supplementary materials, to bridge the gap until we get nonsexist textbooks. I suggest this may be also of interest.

Mrs. MINK. Without objection, that will be inserted at the end of your statement.

Ms. SIMONSON. Thank you.

I have a short report from the Rhode Island Commission on the Status of Women which reviewed employment in universities and the obvious discrimination in faculty rank, in pay and so forth between the men and women on the faculties. I know that there are summary figures relating to discrimination in higher education that have been compiled, but it seems to me the fact these different States have to do the studies over and over again to prove it in their own bailiwick is quite significant.

There is also a report from the New Hampshire Commission. This is different from the others because they had a public hearing and they quote in the report some of the significant grass roots remarks and the things that appear to be really pressing to the women who took the trouble to come and testify at the hearing. Not entirely

women—they had high school guidance counselors and so on. That makes this quite a significant report and I would like to submit this.

Mrs. MINK. It will be received by the committee.

Ms. SIMONSON. In the State of Maryland the commission on the status of women has been part of a coalition effort which has visited the State superintendent of education and some of his top staff, making a lot of recommendations to combat sexism in Maryland schools.

They tell me they were well received and that the Maryland school officials are sympathetic, but they say they lack money to put on the workshops to develop the supplementary materials.

This is another illustration of the real need for H.R. 208 and the way it could underwrite this kind of project. People are coming to realize the necessity of them. Some places we have sympathetic officials, but when they come up against the lack of funds, it seems to be women's activities that get cut off.

The Interstate Association and our commissions have been so involved in problems of education for just the reasons we are enthusiastically supporting H.R. 208—there is nothing more fundamental and essential to improving the status of women in our society than providing an educational system, broadly defined, which will be truly equitable.

Even as we work for changes in the United States and State Constitutions, for enactment and enforcement of a variety of laws to equalize the position of women and men, and for breakthroughs in employment, we remain conscious that attitudinal barriers to "full participation in American society"—as section 2 of H.R. 208 so well phrases it underlie all other obstacles.

We believe that the many efforts on a local and State level are very important in raising the consciousness levels of the people involved in the studies and the public officials to whom the studies are directed, in alerting them to the magnitude of the problem of sexism in our society.

But we agree with the author of this bill, Representative Patsy Mink, that because of the enormity of the problem of sexism in education and its debilitating effects on our society in the wastage of human potential, the problem must now be attacked at a national level to be effective.

Research has shown that different attitudes are expressed toward female and male infants as early as 2 days of age. Sex role conditioning is in the very atmosphere in which girls and boys develop in their homes and schools.

I won't repeat some of the materials that you have heard on the discrimination in the area of sports or certainly in the textbooks and so on, but I do want to commend to you the article "Training the Woman to Know Her Place: The Social Antecedents of Women in the World of Work," written by Drs. Sandra L. and Daryl J. Bem for the Pennsylvania Department of Education in 1973.

That article summarizes much of the research on sex role conditioning and shows how it psychologically handicaps females and prevents their taking advantage of options which may be theoretically or legally open to them.

This point is of particular importance in relation to the legislation before you. It might be asked why a Women's Educational Equity Act is needed now that we have such a wonderful array of legal weapons against sex discrimination—title IX of the Education Act of 1972, title VII of the Civil Rights Act of 1964, Executive Orders 11246 and 11375, and others.

In my judgment, H.R. 208 is needed to facilitate affirmative action, to help women overcome the effects of past discrimination and to help society itself overcome the attitudinal barriers which permeate the thinking and reacting of men and women.

If this bill can provide equity for women, they will be equipped to move toward the equality which is mandated in many Federal and State laws. The programs and support provided in this legislation can give women the skills they have been denied so they will be able to move into the full range of educational opportunities and regular programs.

Because of the pervasiveness and subtleties of the inequities affecting women, I am pleased to note the great variety of activities authorized by H.R. 208. Commissions on the status of women have recommended many of them as a result of their own studies.

They have contributed countless thousands of woman-hours to projects ranging from surveys of student attitudes to establishing resource centers to counsel women; from investigations of the employment status of women at every level of the educational system to analyzing textbooks and curriculums for sexist bias; from role model projects for high school girls to protesting stereotyped career counseling; from organizing inservice workshops for professionals to presenting radio and television broadcasts.

We know that other women's organizations have similarly poured forth volunteer efforts in this cause.

But the needs are too urgent to be left to the voluntary groups and the spotty drop-in-the-bucket funding that a handful of projects have struggled to obtain from Government agencies or foundations. We need the council on women's educational programs and the fund authorization provided by H.R. 208 to give both a psychological and practical boost.

The interstate association recommends that major emphasis be placed on the following:

1. Development of new and improved curriculums that will portray men and women equally—this includes the development of textbooks and materials that do not portray sex bias.

2. Development of a model career education program which recognizes the need for equality of opportunity to girls and boys to choose roles for themselves without being conditioned into a stereotype of which role is appropriate for a man or a woman.

3. Development of community education programs that focus on the changing and multiple roles of women and men, the changing relationships between women and men in our society, the equalitarian marriage and other forces of change in present-day society.

4. Development of training programs for teachers, counselors, and other educational personnel so that they do not continue to educate and counsel young men and women in the sex biases of the past.

5. Development of physical education programs at all educational levels so that women develop strong, coordinated bodies and enjoy an active, healthy life.

6. Development of programs aimed at increasing the number of women in administrative positions at all levels in institutions of education.

7. Development of training, educational and employment programs for unemployed and underemployed women.

While the \$15 million authorized for the first year is miniscule in comparison with other sums spent on education, it will have an effect far larger than the dollars involved. The dissemination of information, of demonstration projects, research, et cetera, required under the bill will reduce the present wasteful process whereby groups are "reinventing the wheel" in many communities.

Professional expertise and practical know-how can be shared to amplify volunteer efforts. There are worthwhile programs underway, but we need a mechanism for adapting and communicating them to communities around the Nation.

The Interstate Association sincerely hopes that your committee will report out H.R. 208 favorably. I assure you that Commissions on the Status of Women in every part of the United States will gratefully support your efforts.

Mrs. MINK. Thank you very much.

Without objection the resolutions which you have attached to your statement will also be inserted together with your statement.

[The information referred to follows:]

SELECTED RESOLUTIONS—PASSED BY THIRD ANNUAL CONFERENCE—JUNE 15-17, 1973

Human Rights

IACSW urges member Commissions to work for passage, strengthening and enforcement of laws which prohibit discrimination on the basis of sex, race, color, creed, religion, national origin, age, and marital status in employment, housing, public services and education; and further recommends that federal, state, and local agencies and departments charged with the enforcing of such laws and the implementing of guidelines should be adequately funded and supported.

Education

Whereas sex role stereotyping permeates all levels of education and all phases of our educational system, and

Whereas women faculty and staff continue to be discriminated against, and

Whereas present federal laws and orders have not been adequately enforced, including:

Executive Order 11246 as amended by 11375.

Title VII of the Civil Rights Act of 1964.

Equal Pay Act of 1963.

Title IX of the Education Act of 1972.

Title VII and Title VIII of the Public Health Service Act.

Therefore be it resolved that IACSW and member Commissions strongly urge the Secretaries of Labor, HUD, and HEW to:

(1) conduct compliance reviews by federal agencies in institutions against which sex discrimination complaints have been filed and institute economic sanctions when applicable;

(2) move without further delay to facilitate issuance of effective Title IX (Higher Education) Regulations;

(3) provide training to State Employment Security staff and State Department of Education staff in existing sex discrimination laws and regulations, including their implementation for state and local governments;

(4) Investigate ways that research, contracts and program funds could more effectively deal with needs of women.

Be it further resolved that IACSW supports measures necessary to equalize a high level of educational opportunity for all women. IACSW urges its membership to take positive steps to assure that sex bias not be perpetuated in explicit or implicit ways in the development of any career education programs.

Women in higher education

IACSW endorses the joint statement on women in higher education coordinated by the AAUW and prepared by representatives of 13 national educational organizations, because the statement:

(1) Recognizes the wide spread discrimination that exists in our institutions of higher education and the moral and legal obligations of colleges and universities to eliminate discriminatory practices.

(2) Deals specifically and in detail with the *four* major areas of discrimination against women: *Equal education*, including program flexibility, part-time study, curriculum, continuing education, counselling, placement, housing, health services, and student services and facilities; *Employment*, including recruitment and hiring, salaries and conditions of employment, and assignments and training; *Participation of women* in decision making, including general participation, faculty and administration, students, trustees and regents; and *Institutional services and practices*, including institutional and community data collection, child care facilities and administrative coordination.

Married and pregnant students

Whereas many school districts in the United States do not allow married students and pregnant school girls to remain in school, and

Whereas many of these young people never complete their high school education which is a prerequisite for most job training and as a result many are forced to seek public assistance,

Therefore, be it resolved that the member commissions should petition their state legislatures to enact legislation which would make it illegal for a school district to force any student who is pregnant and/or married to leave school or to restrict participation in school activities and to make it mandatory for each school district to have a program which will actively encourage every person in the district to complete his/her high school education.

Mrs. MINK. I would like at this time to insert a copy of a wire that I received from Mary Ellen Swanton the chairwoman of our Honolulu County Committee on the Status of Women, which reads as follows:

Racial and ethnic stereotypes will never disappear from our educational system until implementing legislation requires and enforces efforts to erase centuries of inequity. Honolulu County Committee on the Status of Women urges the Subcommittee on Equal Opportunities in its hearings to report favorably on H.R. 208, a bill to authorize the Secretary of HEW to make grants to conduct specialized programs and activities designed to achieve educational equity for all, and to actively work for its passage into law for Congress at this session.

Honolulu is the core population and employment area of the State of Hawaii and thus our committee feels most keenly that the lack of educational programs for women affects in particular the women in Honolulu. A significant lack is a functional resource center for men and women presently existing on the lower socioeconomic rungs. We desperately need an educational program designed to overcome the rigid attitudes concerning the role of women at the administration and policymaking levels in both business and politics at Honolulu. No one in the United States can deny the appalling statistical inference that is drawn from the place of women on every chart in employment, salaries and in administrative levels published in the past decade. Women do play a secondary role in today's world. The question that

now must be answered is where do women go from here to remedy these painful facts—women the last to be hired, first to be fired, women the lowest annual wage employees of every company employing both men and women, the women the majority of the employees, lowest on the promotional ladders.

This act, H.R. 208, will provide the basic programs so necessary to upward mobility. The members of the Honolulu Cosow are proud that this landmark legislation has been introduced by its own Patsy T. Mink, Member of Congress.

Mary Ellen Swanton, chairman, Honolulu County Committee on the Status of Women.

I would like to share in all of the observations that you have made and the various reports that you have submitted from the various commissions on status of women, and indicate my great enthusiasm and appreciation for the tremendous work that I know the commissions and the various States and local communities have been making in this total area of equal rights for women, and more particularly in their current efforts to focus their attention on the problems in education specifically.

Your statement here today is an excellent one and certainly highlights the purposes and goals that we are attempting to achieve through this legislation.

The suggestion I believe that you put forward as a recommendation of the Idaho commission regarding the block grant concept to the status commissions throughout the country I think is one that should be further studied. In view of the various statements that have been made—and I know my views are shared by Mrs. Chisholm—of the very different needs and very special needs of minority women in particular, and the necessity to make sure that when this legislation becomes law that their particular needs are addressed, I have just one question:

I would like to know what the percentage makeup of minority women is in the various Status Commissions in the States.

Ms. SIMONSON. Of course, I do not have figures because we do not keep records in that way. But I can say that at both our second and third national conferences the question of the role of minority women in individual Commissions and in the Interstate Association was very prominently discussed and considered.

Both years we took formal cognizance of the importance of having a real cross-section membership. We passed resolutions recommending to all Commissions that they insure that their own membership and the membership of any committees and task forces which they set up be really representative of all women of all racial and socioeconomic and age levels.

We have found that Commissions, I suppose because they are made up of established types, tend to not have enough young women; so we suggested they get students and young women, and to be particularly conscious about the appropriate racial distribution.

We went further and we had one of our most lively workshops, entitled "Double Jeopardy, Special Women," and it discussed frankly and in depth the additional problems faced by black women, Chicanos, Indians, Orientals, and so forth, and also older women.

The older women raised quite a point that they are a "minority within a minority" that has perhaps not been sufficiently recognized within the women's movement, let alone within society.

As a result of this special double jeopardy workshop, we had several resolutions come to the floor which were enthusiastically adopted, recommending that in future conferences and in future committees, and so on, of the Interstate Association we include attention to the problem of racism along with sexism in every one of our activities. So we have bound ourselves to do that.

From my personal acquaintance with the makeup of Commissions, I would say it varies as you would rather expect around the country. In the District of Columbia, which is the Commission I have worked on, our chairman for the last 4 years was a distinguished black physician, Dr. Dorothy Ferebee.

I have not counted them, but the majority of our members are black, as you would expect and hope for, in the District of Columbia. In other Commissions there are minority women, but small numbers of them. I am happy to say in Mississippi they have the first black women appointed to a Commission in Mississippi. So we are definitely making progress.

Mrs. MINK. Are most of these commissions established by law or simply voluntary decisions on the part of the Governors and mayors of these communities?

Ms. SIMONSON. There are some of each. The trend, however, in the last few years has been more and more toward statutory commissions. We debated among ourselves as to which is the preferable route. There are advantages to each.

Originally, the commissions were set up by executive order of the Governors, but more and more of them now have a statutory base; and along with that, fortunately, has been the matter of appropriations, and more and more commissions are getting budgets. Some of them are very small, but they are getting funds.

Now the thing is the development of commissions at city and county levels. So far, I know of only one or two that have come by, you might say, ordinance of the local city council. The others are by executive order of the mayor.

Mrs. CRISHOLM. I have one or two questions. Are these commissions primarily investigatory and/or research groups, or are they really action groups?

Ms. SIMONSON. I would say they are much more action. They have done limited amounts of research, and they have had hearings—one of the reports I submitted was on the basis of hearings that the New Hampshire commission had.

We recommended at our last meeting that commissions which have not done so go out to their communities and hold public hearings. So you could say they are investigating in that sense, but it is investigations aimed at action.

They have pushed for legislation at the State level and supported national legislation. They have pushed for appointments of women and for remediation of a variety of kinds of discrimination.

Mrs. CRISHOLM. Do these commissions have the power to use such instruments as deadlines if certain groups are dragging their feet? Do they have that kind of power inherent in their responsibilities?

Ms. SIMONSON. It is not written down in anybody's enabling act that I know of. I think it depends on how they rate in the State hierarchy. Some commissions stand very well in their State governments and apparently carry quite a bit of weight. Others are much more on the outside trying to get in and don't carry that kind of weight.

Mrs. CHISHOLM. With respect to H.R. 208, do you feel that there is any place in this legislation where we can give teeth to these commissions?

Ms. SIMONSON. Certainly the funding possibilities. Even if the block grant idea is not adopted, I would imagine the commissions will come in with worthwhile projects, and if they can be funded, this will give them more ability to accomplish things.

Mrs. CHISHOLM. I have no further questions.

Mrs. MIXK. Thank you very much. We appreciate your testimony and thank you very much for your participation.

[Ms. Simonson submitted the following material for the record:]

SEPTEMBER 5, 1972.

Subject: Sexism in education.

To: Chief school administrators, intermediate unit executive directors.

From: John C. Pittenger, Secretary of Education, Commonwealth of Pennsylvania.

In accordance with the intent of the Amendment to Article One of the Constitution of the Commonwealth of Pennsylvania which prohibits the denial or abridgement of rights because of sex, and in keeping with the policy of Governor Milton J. Shapp, as set forth in Executive Directive 13, which states, in part, "A major effort will be exerted to end discrimination against all minority groups and women . . ." I hereby commit the Department of Education to making the elimination of sexism in education a priority.

The policies which I have established and upon which the public schools in the Commonwealth will be evaluated are that:

1. Sex-segregated and sex-stereotyped classes, programs, activities, and courses of study be eliminated.
2. Feminist literature be included in school libraries and efforts be made to secure instructional materials, including textbooks, which favorably portray women in non-traditional roles.
3. All students be counseled to consider a variety of career opportunities, not only those traditionally entered by persons of their sex.
4. Job placement practices assure students of employment opportunities without restriction because of sex.
5. Annual goals be set for hiring, training and promoting women of all races at every level of employment.
6. The role of women becomes an integral part of the school curriculum.

I recommend you develop programs, if you have not already done so, such as the following to support these policies:

1. Sensitize all staff to sexism and to what are degrading and discriminatory practices.
2. Eliminate sex-stereotyped roles in all school publications.
3. Eliminate assignments by sex in all job classes and student positions.
4. Seek the establishment of child care/development programs for children of staff, faculty and students, with costs according to ability to pay. These programs can be used for training the students in child care and family relationships.
5. Provide before and after school programs especially for children whose parents work.
6. Provide a sex education course in human growth and development which includes emotional and physical growth and interpersonal relationships.

I have directed the staff of the Department of Education to consider the elimination of sexism an important part of their responsibilities. They will provide you with technical assistance and advisory services.

All such programs hinge on a satisfactory evaluation system. Therefore, I assure you that the Department will fulfill its evaluation responsibilities in accord with procedures which will be clearly stated.

I seek your cooperation in meeting our joint responsibility to eliminate discriminatory practices in the school of the Commonwealth.

STATEMENT OF COMMONWEALTH OF PENNSYLVANIA COMMISSION ON THE
STATUS OF WOMEN

The Pennsylvania Commission on the Status of Women urges the House Education and Labor Committee Subcommittee on Equal Opportunity to strongly support House Resolution 208, the Women's Education Equity Act, introduced by Representative Patsy Mink.

In 1940, 33 years ago, women held 45 percent of all professional and technical positions. Today women hold only 26 percent.

Quota systems and outmoded educational counselling steer women students into "acceptable" auxiliary roles, rather than into law, medicine, and science. The result is that women represent only 9 percent of all scientists, only 7 percent of all physicians, only 3 percent of lawyers, and only one percent of engineers.

This, despite the fact that 43 percent of bachelor's degrees and 40 percent of master's degrees are granted to women.

For this reason, we would suggest that the bill be strengthened to place more emphasis on improving those areas in which the greatest discrimination against women has been most prevalent, such as law and medical schools.

We are including with this testimony a copy of a study done at the request of the Pennsylvania Department of Education, "Training Women to Know Her Place." This study outlines the many ways in which women students are prevented from participating in the kinds of educational opportunities which are relevant to today's world.

There is an urgent need for the development of new and improved curriculums from kindergarten through programs of higher education, and for guidance counseling which is geared to aiding women students to adequately prepare for the future.

In Pennsylvania, the Department of Education has issued a Directive, a copy of which is attached, as a result of a survey done by a task force on Sexism in Education in the Commonwealth's schools. It outlines a number of changes which must be made if women students are to have equality of opportunity and highlights the need for legislation on the federal level to guarantee such opportunity to women students throughout the nation. Our Commission has been requested to assist Education with its implementation.

During the past decade much important legislation has been enacted by Congress guaranteeing equal opportunity in employment.

House Resolution 208 will be an essential adjunct to that legislation by establishing programs needed to help women attain the skills needed to participate fully in the labor force in jobs which are meaningful and financially rewarding.

For those women who have devoted years of their lives to the raising of children, programs should be available to enable them to re-enter the labor market in satisfying positions. Too often, these women who have accepted the American ideal of the role of wife and mother find when they later wish to return to work that prospective employers refuse to hire them and they are forced to accept dead end, low paying jobs.

Programs to enable these women to re-evaluate their skills and to plan for "second careers" are essential, particularly in view of the fact that the average married woman today works twenty-five years of her life. That is too long a time to spend in unrewarding employment, both financially and psychologically, which is forced upon women who do not pursue full time careers throughout their lives.

And for the numerous young women who marry early and do not prepare for careers before marriage, programs should be available on a part-time basis in their communities so that they can further their education or attain new skills if they so desire.

There is also a need for national acceptance and utilization of college level examination programs so that college credit can be granted for life experience.

This type of program has been initiated and is being used by some colleges and universities throughout the country. It should be expanded and encouraged so that women and men do not have to spend needless time and financial resources gaining college credits for subjects in which they have already accumulated equivalent knowledge and expertise.

In our society today, when one out of three marriages ends in divorce, and many women with dependent children are forced to seek public assistance to survive, such programs should be available and could even prove to be a saving to the taxpayer.

The provisions of HR 208 will help aid in the education of women to make full use of their talents and training; and in the education of the community to make full use of its trained and talented women.

The results of inadequate educational preparation for women do not affect only individuals, but their families and the community as well. The loss in thwarted potential and in economic deprivation to both is enormous.

We must develop programs to insure that minority women, who have been twice deprived in educational opportunities, are provided with the chance to attain the skills and knowledge necessary to be full participants in our economy.

In too many cases, it has been the minority woman who has suffered the greatest deprivation in educational opportunity and as a consequence in the labor market.

This is particularly significant in view of the fact that 57 percent of minority families living in poverty are headed by women.

The noted historian, H. G. Wells once said, "Education is a race between civilization and catastrophe." We cannot afford to continue to neglect to provide educational opportunity for 52 percent of the population.

The Pennsylvania Commission on the Status of Women, therefore, urges this Committee to release HR 208 with its strong recommendation for passage by the entire Congress.

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN, STATE CAPITOL, LITTLE ROCK, ARK.

High school senior girls surveyed last spring rejected by a small majority (51.2%) the idea that most executive jobs can be handled better by men than women but 75 percent of the senior boys in the survey believed the opposite: that men can do a better job.

This was one of many points related to working women on which the girls and boys had different views in a survey done of 765 seniors (603 girls and 162 boys in fourteen Arkansas high schools last May. The study was conducted by the task force on education and counseling of the Governor's Commission on the Status of Women.

Other points on which the girls and boys disagreed:

1. Women should stick to "women's" jobs such as teaching, nursing, secretarial work and not compete with men. The girls said a resounding "no" by 70 percent; the boys were divided with 54 percent no, 45 percent yes.

2. College education is more important for men than women. The girls said no by 64 percent; the boys by only 52 percent.

3. Most jobs are sexless and can be done by women as well as men. The girls agreed with this by a 60 percent margin; the boys by only 51 percent.

More boys than girls think that the employment of mothers will lead to juvenile delinquency and that women would rather work for men than other women.

Overall, two-thirds of the girls had positive attitudes toward working women as measured by the scale as compared with one-half the boys.

Girls rated getting married as their most important goal while boys rated a full-time career first; girls, interestingly enough, rated this second for themselves. The boys rated, after a career, owning a home, getting married and leisure and recreation time, in that order. Girls rated owning a home, holding a part-time job and rearing children after getting married and having a career.

Keeping house and leisure and recreation were last. The boys put rearing children and keeping house last.

The majority of the students, both girls and boys, identified school superintendent, engineer, forester and coach as male occupations and librarian as female. They split on the identification of lawyer, with girls saying both and boys designating it as male.

Girls by considerably larger margins than the boys felt that a woman can be successful in what she undertakes and that she can combine homemaking and rearing a family with a career.

When asked if sex discrimination existed in their schools, the girls listed such examples as athletics, course stereotyping, dress code, student leadership positions, bus driving (smoking, ROTC, pregnant girls expelled, married students, teacher partiality, punishment policies and Neighborhood Youth Corps jobs. They proved to be much more aware of such discrimination than the boys, who listed only athletics, teacher partiality and punishment policies.

Student comments on this survey showed that while some girls feel that woman's role is changing, many others have completely traditional views of a woman's role. Of particular concern to Commission surveyors is the apparent failure of these students to foresee that most women (9 out of 10) will work at some period during their lives and that many will be required to work to support themselves and frequently a family as well.

Recommendations made by the Education Task Force include:

1. That the state textbook approval committees and the Arkansas Bookman's Association be made aware that the Governor's Commission on the Status of Women opposes the choice of textbooks which stereotype sex roles, especially children's readers, and the use of other children's books which present a distorted view of the potential of women.

2. That as career education is added, an effort be made to present girls as well as boys with a wide variety of career options which do not place limitations on their potential.

3. That counselors and teachers be given materials and information about increased career awareness for women so that they can do a better job in helping young girls choose the careers and training which suit their talents.

4. That more thought be given to realistic life planning for women in all phases of education. Excellent materials are available and some model programs are underway. It is extremely important that all Arkansas schoolgirls be exposed to education and counseling which reflects both the new possibilities and the perplexing new decisions they will experience after high school graduation.

STATEMENT OF CRISTINE WILSON, CHAIRPERSON, STATE COMMISSION ON THE STATUS OF WOMEN, DES MOINES, IOWA

The State Commission on the Status of Women is strongly in support of providing quality physical education classes and extra-curricular athletic programs for all students in the Des Moines Public Schools. There is no doubt that athletics can represent a vital part of the educational process. The joy of participation and inner satisfaction of an all-out effort at a high level of skill are indisputable. Everyone must have an opportunity to actively participate in competitive sport and to reach his or her potential.

Practically speaking, however, our athletic programs have not worked as intended. In some cases there has seemed to develop a serious gap between the philosophy and theory of sport and athletic participation and actual practice. Influences of commercialism and professionalism have crept into our programs and in some cases have resulted in the individual participant in effect being exploited for ulterior motives or for the perpetuation of vested interests. It appears that these influences are altering our athletic programs from what might be considered ideal models.

Thus part of the difficulty in resolving the problem of unequal opportunities for athletic participation for girls is that our standard for comparison when citing discrimination against girls has been the current athletic programs for boys. This raises some questions regarding the *quality* of programs desired, and with no universally accepted standards for programs, the issue of equal quantity and equal quality of programs becomes difficult to resolve.

The arriving at a philosophical position and the administering of a sports program are for professional physical education teachers, athletic directors, coaches, and school systems to determine and carry-out. There is no way for us as a Commission on the Status of Women to resolve these highly complex and controversial professional problems. It seems most appropriate for us as a Commission on the Status of Women to call attention to what appears to be discriminatory practices and to practices that may reduce the quality of physical education programs, and then let you, the professionals correct the practices and

resolve the philosophical differences in such a way as to *insure quality* sports and athletic programs with comparable opportunities for participation for all.

The first questions I wish to raise are about the nature of participation. How many students participate in extra-curricular, interscholastic athletic programs? How many students "go out" for a sport at the beginning of the season but do not complete the season? Why? Has the number of those who initially try out for a team each year decreased? Why? Is it because we are not providing enough facilities, coaches, equipment, etc. to accommodate all who wish to participate? Is it because student bodies are growing lazier, less competitive, less ambitious? Or is it because of the nature of school athletic programs? Is the intention to let all participate or to produce a winning team?

Secondly I want to raise questions about the relationship of athletics to the educational process. How many students really *are* kept in school by a desire to participate in athletic programs? And the reverse: how many students fail to complete their education due to a feeling of non-success in everything—including athletics? How is the proposed increased number of coaches going to affect the quality of the teaching staff? Are more and more teachers going to be required to coach? Is this going to mean that more teacher-coaches will pay less attention to their classes? Or will coaching suffer because teachers will not devote enough time to their team?

Thirdly I ask you to consider the effect of increased interscholastic athletic activities on physical education classes and intramural programs. Are gym classes going to suffer (or perhaps continue to suffer) as more and more emphasis is put on athletics and athletic competition? Are we going to see the further decline and then the elimination of intramural programs—because there is no time to use the gym except at 7:45 in the morning, or because the gym teacher-coach won't have time or energy to devote to intramural games, or because the students themselves will see intramurals as "nothing" compared to the excitement of a game against another school?

And fourth, I call to your attention the Fourteenth Amendment of the U.S. Constitution that guarantees equal protection of the laws; that guarantee may well require boards of all tax-supported schools to equalize *per pupil* expenditures for physical education, recreational and intramural sports programs, and interscholastic sports programs. School boards may be under a constitutional obligation to eliminate the disparities and inequities in sports programs, both in terms of quantity *and* quality.

In addition, recent cases strongly indicate that discrimination on the basis of sex in non-contact competitive sports is unconstitutional. In golf, tennis, archery, and other such teams, qualified students ought to have the option of competing with others of equal skill and ability without regard to whether they are male or female.

It may be concluded, then, that simple equality is not the answer to this problem of inequality. There are grave problems within the existing athletic programs offered to boys in the Des Moines Public Schools. And I fear that, in effect, by simply extending existing boys' athletic programs to comparable programs for girls without questioning the existing programs is to only further the creation of a nation of spectators. Participating sports are becoming a thing for the few. Students who do not receive adequate physical education don't do well in school. In my opinion a strenuous physical education class needs to be offered to every student every day. Very few people get enough exercise and that bad habit begins very young. There is at least one high school that provides gym class daily; another one, I understand, recently discontinued this policy due to cries of "equality." Girls, who had gym classes every day, wanted their program to be equal to the alternating gym class schedule that the boys have. Anyone who has worked in the field of civil rights should know that a basic principle by which equalizing policies must be measured is that you do not *lower* the higher standard of pay, opportunity, physical well-being or whatever to the level of the lower standard. Instead you raise the lower standard to meet the high standard.

I urge you to thus re-examine your standards for physical activity for *all* students—both boys and girls—in the Des Moines Public Schools and then to determine how these standards best can be met. The issue is an extremely complex

one with far-reaching ramifications. As a State Commission on the Status of Women, we demand that you provide quality as well as quantity physical education and athletic programs for girls in the Des Moines Public Schools, so that they may share fully *both* in the benefits of good, sound physical education classes and in the rewards of participation in competitive sports.

I suggest, therefore, that you postpone your decision on expanding junior high and high school athletic programs, and recommend that you establish a study committee, composed of students, parents, and teachers, to examine the points I have raised.

Thank you.

CEDAR RAPIDS COMMUNITY SCHOOLS
EDUCATIONAL SERVICE CENTER

MARCH 9, 1973.

To: Dr. Craig Currie, superintendent of schools.

From: PTSA reconsideration committee.

Subject: Challenge to Scott-Foresman reading series.

We have received and considered a complaint about the Scott-Foresman Reading Series, presently in use in our schools, from Mrs. Rita Huber. Mrs. Huber contends that an intensive and extensive sexist bias permeates this series and that steps should be taken to eliminate instructional material which conveys discriminatory sexual stereotypes. She concedes that (1) no suitable alternative to the Scott-Foresman Series is presently available and that (2) the solution to this problem will take time. *The Committee concurs with Mrs. Huber in her contention regarding the material in question* and appreciates her awareness of the size of the task confronting us in correcting this situation.

In order to move purposefully to eliminate sexist bias in instructional material, the Committee recommends that the following steps be taken:

(1) The immediate tactics be developed to raise the awareness level of all teachers regarding sex bias in instructional material;

(2) that a committee or task group be appointed to develop appropriate criteria relating to sex roles in basal and supplementary material used in schools, and that this group search for basal readers which meet criteria relating to our knowledge about the teaching of reading in addition to various stereotyping criteria;

(3) as an interim step, that a group of elementary teachers identify specific stereotypical situations in the Scott-Foresman Series and devise compensatory strategies, activities and statements (this could be done through the in-service program);

(4) that a committee be assembled to identify suitable compensatory material to supplement basal readers in the area of sex role stereotyping and, additionally, to make suggestions for the incorporation of acceptable material presently available into teaching units (this could be an extended assignment project for summer 1973);

(5) that the recommendations above be refined insofar as possible to facilitate conducting a pre-service session on this topic with all elementary teachers in August 1973;

(6) that an in-depth in-service program in the area of sex roles be developed and offered to teachers. We must be prepared to offer an adequate number of sections of this course.

These recommendations provide for an awareness component, a compensatory component, for the development of criteria and for the identification of appropriate instructional material. If you support these recommendations, it is the further suggestion of the PTSA Reconsideration Committee that the Family Life Education Project Leader coordinate the above activities with advice from the Community Advisory Committee for Family Life Education. (The Community Advisory Committee for Family Life Education would be expanded to include representation from the Cedar Rapids Women's Caucus.)

ROBERT FOLEY,
Director, Media and Materials.

I concur, with the above modification(s).

CRAIG H. CURRIE,
Superintendent of Schools.

CITY OF SEATTLE,
OFFICE OF WOMEN'S RIGHTS,
Seattle, Wash., July 18, 1973.

Ms. JOY SIMONSON,
Employment Security Building,
Washington, D.C.

DEAR Ms. SIMONSON: The Women's Commission of the City of Seattle strongly supports H.R. 208 and wishes this to be conveyed to the House Education and Labor Committee Subcommittee on Equal Opportunity.

Members of the Commission are deeply involved with the problem of sex stereotyping in education. This past year the Commission reviewed several children's textbooks and met with the Seattle Board of Education on this problem. Although the Board of Education expressed concern, the Seattle Women's Commission does not have enough staff or funds to fully review all textbooks, recommend innovative projects and curriculums, present workshops for educational personnel, or provide the Board of Education with the necessary information to insure implementation of our recommendations. Without a concentrated effort to eliminate sex stereotypes at all levels of education, the results will be piecemeal at best. Yet if sex stereotypes are allowed to persist in our schools, women of all ages will continue to be hindered by an inequitable educational system. Federal assistance is needed not only in the area of sex stereotyping but to insure that women are placed in higher positions and trained for these positions.

This bill will provide for the implementation of projects and curriculum which will encourage women's full participation in American society. It is an essential piece of legislation and is greatly needed, especially in the Seattle area. We feel it must be passed.

We would appreciate being kept informed on the status of this piece of legislation and are available if any further help is needed.

Sincerely,

SHIRLEY BRIDGE,
President, Seattle Women's Commission.

ELIMINATING SEX BIAS IN EDUCATION

MINNESOTA STATE BOARD OF EDUCATION

FOREWORD

The State of Minnesota is committed to providing equal educational and employment opportunities for women. Despite some progress in assuring women equal protection under state and federal laws, there is still deep-rooted discrimination against women in our society.

In this position paper by the Minnesota State Board of Education, adopted September 11, 1972, affirmative action is proposed to provide equal opportunity for women and to eliminate sex-biased practices in our education system. The board's proposals focus on recruitment and promotion of women in professional and managerial positions in education; ending sexual stereotyping in the elementary and secondary schools through changes in instructional material, in-service training of educational personnel, and assuring that there will be equal programs available for both boys and girls; and providing equal opportunity for women as students and faculty members in higher education.

I join with the State Board of Education in urging the educational community in Minnesota to take the initiative now to extend to women their full share of educational and employment opportunities.

HOWARD R. CASMEY,
Minnesota State Commissioner of Education.

ELIMINATING SEX BIAS IN EDUCATION

The State Board of Education believes that our educational system has helped perpetuate the division of the sexes into predetermined roles and has failed to provide freedom from discrimination because of sex and marital status.

The practice of stereotyping and socializing men and women into "masculine" "feminine" roles has resulted in prejudice, dominance, discrimination and segregation harmful to the human development of both sexes.

While there is awareness among many people of racism and its debilitating effects on our society in the wastage of human potential, there is not the same awareness of the harmful effects and the extent of discrimination and stereotyping due to prejudices concerning gender.

The State Board of Education asks the Department and the public schools to assume leadership in eliminating bias and discrimination so that the many practices based on sexual stereotyping can be ended and the assumptions changed with evolution of new values.

To implement this policy, the State Board of Education requests the Commissioner and the Department to act as follows:

Consider including a component on sex bias in the Human Relations Certification Regulation (Edu 520-521). Human relations training should include a study of the effects of sexual bias.

The State Board of Education is concerned about four areas in particular: discrimination in hiring and promoting, sex requirements for boys and girls to participate in sports and extra-curricular activities, sex bias in curricular and teaching materials, and providing in-service training for administrators and teachers to overcome the habits and practices of teaching stereotyped social roles.

Discrimination in hiring and promoting on the basis of sex and marital status has been a damaging and long-standing practice in Minnesota's educational system. Although women teachers still outnumber men, the number of women has been steadily declining for several years.

Promotion bias against females shows in the low number of women who are principals or superintendents. In 1971, only 24.6% of the elementary principals were women, .5% of the secondary principals, and there were no women superintendents in Minnesota.

The State Board requests the State Department to:

Review all Department job descriptions and eliminate all sex-based requirements for employment or promotion.

Develop a program within the Department which provides equal opportunity for promotion to higher level positions regardless of sex or marital status.

The State Board requests local boards to:

Provide equal opportunities for employment and promotion regardless of sex or marital status.

Make known to hiring officials and local personnel committees the pertinent laws on sex discrimination and to assure adherence to these laws.

Extra-curricular activities have too long been typed as masculine and feminine, resulting in exclusion of female students from the majority of sports activities. Certain courses are also presented as being for males or females, limiting the educational opportunities and destroying the motivation of all students for gaining a full education.

School counselors should encourage students to consider careers in accordance with their interests and abilities regardless of the traditional roles or careers.

The State Board requests the State Department to:

Review all State Board rules and regulations and take steps to eliminate all sex-based requirements for courses and extra-curricular activities for students.

The State Board requests local school boards and administrators to:

Provide equal access for all pupils to local school facilities, programs, equipment, staff services, and financial resources.

Some textbooks now used reflect stereotyped concepts of masculine and feminine roles. Some elementary textbooks show male adult roles as fireman, policeman, milkman or predominantly, a man in a business suit and tie who returns home to a wife who has spent the day doing dishes and housework.

These stereotypes lead children to believe that their parents are somehow unusual, because the majority of men in the state are not businessmen and many women work and support a family.

Boys in these books are shown as inventive, adventurous and capable while girls are shown as passive, negative influences who are preparing for a life in their hoped-for future household. These stereotypes discourage young girls from developing their basic personal potential and withholds them from the motivation gained from outside reinforcement that is granted to males.

The State Board requests local school boards and administrators to:

Select books which promote elimination of sex bias.

Books and other materials for raising consciousness of the patterns of existing bias and containing information on employment and promotion should be available to all people in the school system.

The State Board requests the State Department to:

Arrange a collection of appropriate books, materials and media on sex bias to be available in the State Department Professional Library and to inform staff of available information.

Arrange for preparation of an annotated bibliography on sex bias to be distributed to all school districts in the state.

Career education programs are now being developed in elementary grades and junior high. In these programs and in existing senior high programs, the careers must be presented as available for both male and female students.

Though programs are nominally open to both, the large part of young women presently in post-secondary vocational training take clerical, secretarial or practical nursing courses, showing that little consideration has been given to less traditional roles. Girls should be encouraged to explore non-traditional courses in line with their particular interests.

The State Board requests the local boards and administrators to:

Develop career education programs for all students which recognize the need for equality of opportunity in career choice regardless of sex.

The fourth major concern of the State Board of Education is to provide in-service training for teachers, counselors and administrative and supervisory personnel to help them recognize practices of stereotyping and prejudice and re-adjust their teaching methods and values to end the harmful practices.

The State Board requests the State Department to:

Arrange staff meetings to raise the level of awareness of all staff members.

Include components on sex bias in education in the conferences and workshops sponsored for local administrators and school board members.

Encourage teacher-preparing institutions to include information about sex bias in pre-service and in-service programs and courses.

The State Board requests local school boards and administrators to:

Provide in-service training for professional and supporting staff members on elimination of sex bias.

The State Board of Education hopes these steps will bring Minnesota's schools closer to the goal of equal education and employment opportunities for all.

Adopted by the Minnesota State Board of Education, September 11, 1972.

IDAHO COMMISSION ON WOMEN'S PROGRAMS.

Boise, Idaho, July 16, 1973.

Ms. JOY R. SIMONSON,
*Employment Security Building,
Washington, D.C.*

DEAR Ms. SIMONSON: On October 14, 1972 the Idaho Commission on Women's Programs adopted the following:

That the Commission support the proposal presented by Dr. Trump regarding Rep. Mink's Bill No. 14451 on special education programs for women, and which contains a plan for use of funds under this legislation . . . with the recommendation that funding be in the form of block grants to State Women's Commissions, which shall be responsible for the approval of projects and awarding of funds.

I am also enclosing a copy of the Annual Report of the Idaho Commission on Women's Programs, which includes this resolution on page 9 and a proposal for a state plan for Women's Programs under the Women's Education Act on pages 26 and 27.

I hope this will be of help to you.

Sincerely,

MARJORIE RUTH MOON,
Chairman, Idaho Commission on Women's Programs.

Enclosure

EXCERPTS FROM REPORT OF THE IDAHO COMMISSION ON WOMEN'S PROGRAMS

COMMISSION RECOMMENDATIONS

EDUCATIONAL DEVELOPMENT AND CAREER CHOICES

That the Commission supports U.S. Rep. Patsy Mink's Bill No. 14451 on special education programs for women, and recommends that the funding under this bill be in the form of block grants to State Women's Commissions, which shall be responsible for the approval of projects and awarding of funds.

APPENDIX F

A PROPOSAL FOR A STATE PLAN FOR WOMEN'S PROGRAMS UNDER THE "WOMEN'S EDUCATION ACT OF 1972"—H.R. 14451

- 1.0 Submission of State Plan to National Advisory Council as provided in the Act.
- 2.0 Administrative Information
Supervision of the Administration of the State Plan is the:
Idaho Commission on Women's Programs
State House
Boise, Idaho 83707
- 3.0 Policies and Procedures for selection of Projects and Programs
In accomplishing this, the Commission will consult with and consider applications from the following types of organizations:
1. Colleges and Universities.
 2. State Agencies having special information and experience in identifying women's problems.
 3. Poverty agencies.
 4. Chambers of Commerce.
 5. Religious organizations.
 6. Civil rights organizations.
 7. Women's clubs, group organizations, etc.
- 3.1 The Commission will annually write an Amendment to the original State plan specifying priority areas to which project proposals should be directed. Priorities will be determined by a comprehensive needs/wants Statewide Survey.
- 3.2 The procedures to be followed in the selection of programs to be funded will be:
- 3.21 Development of project proposal by the Agency and institution(s) and/or community(s) etc.
 - 3.22 Submission of Proposed Project to Women's Commission
 - 3.23 Review and approval of Women's Commission
 - 3.24 Funding of the Approved Program
 - 3.25 Program implementation
 - 3.26 Progress reports to Commission at Quarterly Meetings
 - 3.27 Final Report to Commission
 - 3.28 Evaluation of Program by appropriate task force of Women's Commission
 - 3.29 Dissemination of information regarding Project

SUMMARY

Many additional details would necessarily be worked out in due time. Mrs. Mink's bill remains in committee at this writing and no hope is forecast for it emerging in this session for House consideration. To carry out such a plan would require a full-time Executive Director for the Commission funded (hopefully) by Congresswoman Mink's legislation.

APPENDIX H

EDUCATIONAL TASK FORCE

During the 1971-72 year the Educational Task Force has had four meetings and a number of recommendations and programs have been presented to the Women's Commission.

In February, the Task Force requested the Commission to ask the Human Rights Commission to investigate hiring practices regarding women with reference to recruitment, employment, promotion, dismissal, salaries, tenure, and institutional policy within the schools of higher learning and salaries and promotional opportunities in elementary, junior high and senior high schools, including the opportunity to move from teaching to administrative rank.

As a result of this recommendation, two representatives of the Commission were appointed to joint committee composed of the Women's Commission, the Human Rights Commission and the Idaho Education Association to investigate such discrimination.

Three members of the Task Force were appointed to serve with the Human Rights Commission and the Idaho Education Association to study textbooks for discrimination against Chicanos, blacks, Indians, and women.

The Task Force recommended that the Commission chairman be authorized to write Idaho Congressmen in support of H.B. 14451 which provides for special education programs for women. This was done.

A brief report on letters from University and College presidents in response to an inquiry regarding hiring practices, tenure, salary, and promotion practices indicated that in every instance salaries were lower, the percentage of women employed by universities and colleges is smaller and the academic and administrative ranks are lower for women than for men.

The Task Force was authorized by the Commission to conduct a study on student programs and development.

The Educational Task Force met September 8, 1972 and set up the goals and identified problems as follows:

1. Identify problems in education.
2. Evaluate existing programs.
3. On the basis of the above, develop action programs for the Task Force and the Commission.

Problems identified are:

1. Financing education. All sources of income must be studied. Awareness of differences in school personnel must be given increased consideration. The existing formula for distribution of federal funds must be studied with the objective of providing more funds for states such as Idaho. The geographical and sparcity factors must be included to provide additional financial assistance.
2. The need for career planning during elementary and secondary schools and the desperate need for socialization (including career education) for victims of drugs and other types of problems.

At the regular meeting of the commission, proposals were presented by the Education Task Force, as shown on Page 9.

The central problem the Task Force will study in the future is, "The Stereotyped sex roles" instilled in youth through educational experiences and programs including: curriculum, textbooks, Counseling, and sex identified courses.

Mrs. MINK. Our next witness is Bernice Frieder, chairman, Education Task Force, National Council of Jewish Women.

STATEMENT OF BERNICE FRIEDER, CHAIRMAN, EDUCATION TASK FORCE, NATIONAL COUNCIL OF JEWISH WOMEN

Ms. FRIEDER. I am Bernice Frieder, chairman of the Education Task Force and national board member of the National Council of Jewish Women. The NCJW, founded in 1893, with a current membership of 100,000 women located in almost 200 communities across the country, is an organization dedicated to community service, education, and social action.

For 80 years council members have been activists in the cause of social justice and in the promotion of equal rights and opportunities for all. We are pleased to have the opportunity to express our views on H.R. 208, the Women's Educational Equity Act.

NCJW resolutions, which were reaffirmed at our biennial convention in April 1973 state: "The National Council of Jewish Women believes that the freedom, dignity, and security of the individual are basic to American democracy . . . and that any erosion of (individual) liberties or discrimination against any person undermines that society. It therefore resolves to work for and support measures which insure equal opportunity and legal equal rights for women."

At the same convention, council women also reaffirmed another basic council resolution: "The NCJW believes that American democracy depends on a strong system of public education to develop the highest potential of the individual. Equal access to quality educational services is a fundamental right for all individuals."

Since 1964, the National Council of Jewish Women has been an active participant in the WICS program (Women in Community Service), wherein council volunteers have joined women volunteers from other organizations to recruit and screen tens of thousands of young women, 16-21 years of age, for the Job Corps.

We have also helped those girls who were not accepted for the Corps, as well as those returning from training to their home communities. This involvement has shown us most forcefully the serious inadequacies in the education and training available to these young women.

Our first-hand experience with the plight of undereducated, poorly-trained women was further strengthened and extended by the recent NCJW national study on day care needs, published under the title, "Windows on Day Care." Here we found women trapped in poverty, not only by their lack of educational and marketable skills, but also by the absence of adequate child care services for their families.

For decades, council women have spoken out strongly for legislation to guarantee equal opportunities for all, to provide better education programs for the disadvantaged, for comprehensive child care services, for better health care, and for a whole host of other programs designed to help people. We see H.R. 208, "The Women's Educational Equity Act of 1973" as dealing with another important aspect of the continuing struggle to attain social justice for all, and we are happy to add our voice to those who support it.

In preparation for today's testimony, we circularized members of the NCJW Education Task Force for their reactions to the proposed legislation. Without exception, all respondents answered "Yes" to our query, "Should NCJW support this bill?"

Some typical comments follow: "Isn't it about time that all restrictions on women's activities, education, employment, wages, and so forth, be lifted?" (this from a member in North Carolina); "The facts are very persuasive" (from New York); "It is in keeping with our concept of equality of the sexes and of quality education for all" (from New Jersey); "It is very important that the Congress continue to pass individual pieces of legislation helpful to women" (from a member in Utah). So, as you can see, our testimony reflects the study and thinking of a representative group of council women.

This bill as presently constituted addresses itself to a broad spectrum of programs and activities. It lists 16 major activities for which funds may be appropriated, and it further provides that programs cover students from preschool through higher and adult education.

We do not doubt that every program listed in the act is important and needed if the stated goals are to be achieved; however, we must observe that the legislation might be more effective if the purpose and scope of the suggested activities were somewhat limited, and were couched in more modest and realistic terms.

Certainly the amount of money requested would suggest a limited undertaking, at least in the beginning. Although we would agree that

legislative flexibility is essential if innovative practices and new directions are to emerge, we regard the scatter-gun approaches often confusing or even counterproductive.

We hope that these hearings will result in modifications of the legislation to sharpen its focus. The National Council of Jewish Women would recommend the following three program areas for initial emphasis: (1) The development, demonstration, evaluation, and dissemination of new and improved curriculums and materials, (2) appropriate training for those who will use the new materials, and (3) education of the public through the preparation and dissemination of materials for use in the mass media and other public forums.

The National Council of Jewish Women is pleased to note that relevant programs of nonprofit agencies and organizations may be funded under the act. The potential of the private voluntarily organization to change attitudes and contribute positively to solutions should not be overlooked nor underestimated. Similarly, we strongly approve of the active citizen participation as contemplated in the composition of the proposed policymaking Council on Women's Educational Programs. This is in consonance with our resolution which pledges NCJW members "to support greater community participation in educational affairs."

When the Women's Education Act of 1972 was introduced on April 18, 1972, Representative Mink called for a reordering of national priorities, and went on to say, "I suggest that education is the first place to start in a reexamination of our national goals."

The NCJW agrees absolutely, because we, too, believe that education is essential in any attempt to effect social change. We are therefore somewhat concerned to see that whereas the 1972 version of H.R. 208 placed responsibility for the program with the Commissioner of Education and the Secretary of HEW, the 1973 version appears to eliminate the role of the Commissioner.

All responsibility for the program is placed with the Secretary of HEW, even though the act provides in section 3(a) that the Council on Women's Educational Programs is to be established in the Office of Education. We question the logic and the practicability of this arrangement, and foresee the possibility of serious administrative problems arising from this apparent ambiguity.

In the same section 3, subsection (b) provides that the Council Chairman, to be appointed by the President, shall be a salaried official, whereas subsection (c) states, "The remaining 20 members of the Council shall serve without compensation."

Based on my personal experience as an elected member of the Colorado State Board of Education for 12 years, and as a member of the National Advisory Council to title III of the Higher Education Act for more than 3 years, I would suggest that either all Council members be paid, or that none be paid.

The present proposal appears to establish two classes of Council membership, with one "more equal" than the other. Perhaps what should be considered is a nonpaid 21-member Council working with a salaried Executive Director.

We would also raise questions about section 7(a) which authorizes the Secretary of HEW "to make grants, not to exceed \$15,000 annually per grant, for innovative approaches to women's educational programs."

First, we note that the bill sets no limits on the total amount which can be distributed under this provision. Theoretically, with the present wording, the entire appropriation could be disbursed under this section.

Secondly, while we wish to encourage the widest possible participation in the effort to find new and better techniques and programs, it has been my experience that small grant programs sometimes serve as a device to distribute moneys on a political or geographical basis in order that every State, or every congressional district, will have a share of the program.

Too often the results achieved from this kind of a grant program are negligible—hardly enough to justify the amount of paperwork required to process and maintain it. At the same time, however, I would like to see this bill contain “an innovative” small grants program which is designed to achieve the desired results.

Finally, the NCJW heartily approves those sections of the act which: (1) Provide for much-needed coordination of women’s educational program activities within the Federal Government, (2) state that the funds granted shall supplement, not supplant, present funding of projects and programs, and (3) provides for an annual review of the projects assisted.

We would underscore the necessity for ongoing and realistic evaluation of programs. Particularly in this program, which is of such tremendous importance to every woman, it is essential that projects funded be productive and meritorious in every way.

In conclusion, we wish to thank the committee for inviting us to make these few observations. Over many years, NCJW members have demonstrated by word and deed their opposition to any form of discrimination and their strong commitment to equality of opportunity for all. We, therefore, support the concept of the Educational Equity Act, and hope to see the adoption of appropriate legislation.

Mrs. MINK. Thank you very much. We appreciate your testimony, and most specifically the items that you have called our attention to in the legislation I think will be most helpful in the final deliberations on this bill.

To clarify the differences in the bill that was offered in the last session and this session as to the matter of responsibility for the program, I would like to say that the reason the change was made was because at the beginning of this session there was a reorganization in HEW with the Assistant Secretary of Education being named and the responsibilities for education placed at a different level. I did not want to ignore that particular organizational change and, therefore, made that change also in any legislation to conform to it.

Mrs. Chisholm.

Mrs. CHISHOLM. I have one question. On page 3 of your testimony, you indicated the three areas that you would like to see initial emphasis placed upon. In these three areas, you did not include anything pertaining to the attitudes or the orientation of those who will have the responsibility for implementing the program.

Perhaps you do not feel that is of equal importance.

Ms. FRIEDER. Yes, I do. I considered that as being part of my second—I said appropriate training and the word, “appropriate”—I used that word advisedly to cover the very thing you have in mind.

It is not just the attitude of those who will use the new materials or who are responsible for it, but I think it is the education, the attitude of the public, and I would start with the attitude of women themselves.

I feel very strongly about that. That is why I included the third part. I think we would see that as a very important part.

I remarked in our most recent convention, which was held in April in Miami, on the increasing number of young women who are very active in our organization now, all of whom seem to appear to be deeply committed, very much aware and deeply committed to the principles in your bill. They have a great deal to do to educate some of their own neighbors to the realities of the situation because they are not aware of the situation. They have not even thought about it.

Mrs. CHISHOLM. Thank you. That is all I have.

Mrs. MINK. Thank you.

In the recommendations you made for emphasis, three areas of emphasis, were you speaking specifically of elementary education, secondary, higher, adult, or are the three recommendations you make applicable to all levels of education?

Ms. FRIEDER. They are applicable to all. I would hope that we do give consideration to the elementary and secondary levels. I think the tendency has been to emphasize at the college level, and I think the attitudes begin really in the home and I would like to see it begin in the elementary school.

Mrs. MINK. Thank you very much for your testimony.

I appreciate very much your taking the time to present the views of the Council.

Our next witness is Ellen Morgan, Coordinator of the Task Force on University Compliance, National Organization for Women.

We welcome you to the committee. We have your statement, which will be inserted in the record in full.

You may proceed any way you wish.

[The prepared statement follows:]

STATEMENT OF ELLEN MORGAN, COORDINATOR, TASK FORCE ON UNIVERSITY COMPLIANCE, PRINCETON, N.J.

Thank you for the opportunity to testify for the National Organization for Women concerning the Women's Educational Equity Act of 1973. My name is Ellen Morgan. I attended primary and secondary schools in the United States and have earned bachelor's, master's, and doctoral degrees in U.S. universities; thus it seems fair to say I have sampled a reasonably large chunk of the U.S. educational system. And I think it is important to say that it is the experiences I have had in that system, as a female student and as a female faculty member, which, together with a strong commitment to the academic ideal, have motivated me to publish several articles on equal educational opportunity for women and on women in my field, literature, and to serve as coordinator of NOW's national Task Force on University Compliance. My testimony today will report on some of NOW's thinking and activities in pursuit of equal opportunity for girls and women at the various levels of education, and in some specialized areas, such as athletics, continuing education, and women's studies.

Let me begin with the activities of our national Task Force on Elementary and Secondary Education Discrimination, headed by Ms. Anne Grant, 617 49th Street, Brooklyn, New York 11220. As Ms. Grant can attest, NOW is one of the organizations currently documenting elementary and secondary school sex discrimination at the local level. Many of our over 500 chapters are studying the problems of prejudice in early education, children's television, toys, textbooks, and audio-visuals. They are developing non-discriminatory models for athletic programs, vocational training, and courses in shop, home economics, history, and

literature. They are conducting in-service courses on the Women's Movement for teachers and counselors. They are developing programs for pregnant students and for older women who need a second start. They are studying patterns of discrimination in the licensing, evaluation, and promotion of teachers, and in the operation of teachers' unions. In short, our chapters are providing a tedious and costly service which we believe to be the public responsibility of the Department of Health, Education, and Welfare, not of a volunteer organization like NOW. Since we have a perception of the problem and a commitment to see it solved, we hope that our abilities and those of others who have demonstrated the same concern will be utilized by HEW. But on our own, we have neither the power to elicit essential information from the schools, nor the funding to expedite our work or publicize our findings.

By way of demonstrating the kind of materials that can be produced with funding, this Task Force calls your attention to the documentary, our North American Foremothers, which was presented by our New York City chapter and which received widespread coverage—from the Austrian press to the Chicago Tribune and the New York Times, and from the Militant to Family Circle. (I have brought with me two posters displaying some of the press clippings, and will leave them with you for the record.) Though there was clearly a wide public interest in this work, it could not travel outside New York State since the show was funded by the State's Council on the Arts. We need federal funding, not only to produce but to distribute to a wide audience such materials as this documentary and the first report on sex bias in the public schools, which now published in 1971, and which received from parents, educators, the Citizens' Advisory Council on the Status of Women, and Congress a most gratifying and enthusiastic response. (The original report was read into the Congressional Record 117:109, pp. E7742 ff; July 14, 1971.)

As for the national Task Force on University Compliance, of which I (28 Cranbury Road, Princeton Junction, New Jersey 08550) am coordinator, we are attempting, on the local level, with the help of regional offices of HEW, the EEOC, and the Dept. of Labor's Wage & Hour Division, to obtain the compliance of various colleges and universities with existing anti-discrimination legislation. In connection with this activity, we are constantly being asked for information on discrimination by these enforcement agencies. With the recent extension of their jurisdiction to faculty personnel in particular have come a number of rather thorny problems. The agencies need to have documented information on what standards or criteria peculiar to the academic setting and used in hiring or setting university salaries and ranks have an invidious or disparate effect on women. For example, publications in reputable journals have long been considered a ranking criterion in academe, but many academic women complain that the most prestigious academic journals accept a larger proportion of the articles submitted by men than by women, although the women's work is not of inferior quality. The Task Force would like to do the needed study to determine the proportion of articles such journals publish by women in comparison to proportion submitted, and try to test whether the journals have a bias against materials by women which are demonstrably equivalent (or superior) in quality to the articles by men which they are printing. There are also many other criteria which need examining.

We are also interested in: developing affirmative action plans to change the conditions I have described below in the section on Women's Studies, exploring sex-bias in the composition and scoring of standardized tests such as the College Boards and the Graduate Record Examinations; seeing that grant-making foundations either are persuaded to stop discriminating against women in hiring, promotion, and selection of award recipients (Ms. Franziska P. Hosken, 187 Grant Street, Lexington, Mass. 02173, has already testified on NOW's behalf before the House Ways & Means Committee on this issue) or lose their tax-exempt status; analyzing and confronting the tactics, including charges for reverse discrimination, with which some academic personnel are now attacking the whole concept of affirmative action; looking into the status of women in professional schools; and holding conferences or symposia to stimulate thinking, especially that of women, on the question of what a truly humanistic, and therefore egalitarian, higher education would be like—in terms of what would be taught with what texts, by what teachers, to what students, with what goals in mind. How would the educational institution relate to all the people involved with or touched by it—faculty, students, administration, support staff, trustees, alumna and alumni, faculty wives, community, and society? How would it be

tied into the economic, political, and other structures of the larger society? What facilities would it offer?

What would it ask of and give to each of its component sectors? Women have so far had little chance to participate in determining the character and features of the higher education system their taxes support; such a symposium could give them a chance to offer their insights and suggestions in an atmosphere receptive to their contributions. Such a symposium could also examine how anti-feminist and other biases are embedded in the assumptions of each discipline. But more importantly, the participants could address themselves to creating a concrete, positive image toward which universities could, at their individual discretion, work. It is hard for people to strive for ideals when they have no clear idea what their application would mean in concrete, practical terms. But a thoughtful consideration of our current concepts of higher education and academic practices could help professors and other academic personnel to understand how the universities and individual fields are presently limited by biases. And by helping them to identify these biases, such a consideration could give them alternatives which could ultimately bring us all closer to the humanistic ideal the academy has traditionally cherished.

One of our other dreams is the establishment of an institute for study relating to women's problems and perspectives. Such an institute could serve a number of much-needed functions, all closely allied with the fostering of educational equity for women. On the service level, it could be a clearinghouse for information on the innumerable projects concerning women now being done. While Pascal may have found the pleasure in the chase rather than in the capture, anyone who has ever tried to track down bibliography and other resources in this area knows more than she or he wishes to know about the delights of making endless phone calls and writing unwieldy numbers of postcards and letters to places across the country and even around the world. There is something admittedly agreeable about having to know everybody in order to know anything, but there is a veritable renaissance of creative thinking and scholarly and artistic production and other such activities going on in the wake of the women's movement today, and it is obvious that a sizable segment of our country's population, including both females and males, is eager to learn about and share in this development, and cannot do so on this charming person-to-person basis.

Secondly—and this is the beautiful, magic part of our dream—such an institute could provide work space and facilities and a supportive climate to some of the various people who *are* the renaissance. There is, at present, no place, no *space*, in our society where women can go to think, to wrestle with their demons, to create; all the "think tanks" and institutes for research and study we have are places which are, candidly speaking, male-dominated, male-supervised, and male in terms of financial aid, member selection, traditions, and outlook. What is needed is not a place from which men who are interested in this work are excluded, but a place where women are not the "others" or the "*co-eds*," the "*alsos*" or the tokens, where they are permitted the psychological and physical autonomy our society has never before offered them. Virginia Woolf summed it up with a down-to-earthness that may sock us in the solar plexus of our romantic notions about artists, but is well-calculated to disembarrass us of any illusions about the ability of the creative woman to be productive in a non-supportive climate. Speaking of the female as creator, Woolf said flatly: "a woman must have money and a room of her own."

Some of the work which would immediately be initiated at such an institute would be, without a doubt, social research. Tremendous changes are taking place in attitudes toward women and sex-roles in our society, but the traditional research organizations are proving unable to describe and measure these changes because their personnel do not know how to eliminate their own largely unconscious sex biases from their research tools and methods. In consequence, sociology and other academic disciplines remain unable to incorporate into their purview much important new information, and to analyze its significance. Highly qualified feminist researchers are available and eager to do this research, but are not being hired by the traditional organizations and, besides, do not wish to subject themselves to supervision by people who, while they may be of the heartiest good will, are nevertheless inclined by their own stereotypes and convictions to limit the potential of this type of research.

In all the academic disciplines and in pedagogical theory, we need what might be called "the other side of the story." In the discussion of the need for women's studies which appears below, I have tried to describe the sexual monocularism which at present characterizes much of our educational system because many

traditional assumptions in each discipline, and in pedagogical thinking and practice, reflect our cultural sex biases and stereotypes. Scholars at the institute would find the freedom to scrutinize these assumptions and to try to revise, correct, balance, and complete them; the freedom to do this is simply *not* available within traditional academic institutions at present, in terms of either financial or psychological support.

We envision this Room of One's Own as a place where scholars, thinkers, artists, and other people interested in women's problems and perspectives could come for limited periods of time to work on specific projects and research of their own design, and where various types of symposia and other gatherings could be held to generate and stimulate further work. And we envision it as a place where other people, including both the general public and academic and governmental personnel, could turn for bibliographical and other information, suggestions of consultants, and help in identifying and solving problems related to sex discrimination in education and the myriad related sectors of our society. Nobody else has ever tried just such an experiment, to our knowledge, in the history of civilization, but we are undaunted. For we North Americans tend to pride ourselves on what we call the frontier spirit, and our educational system from its inceptions has striven, however many times it may have quite dismally failed, to embody democratic and egalitarian principles. If, as Jefferson said, "the purse of the people is the real seat of sensibility," then the institute should soon be a reality.

For all of these projects and proposals of the Task Force on University Compliance, we can provide willing, talented, and dedicated workers and resource people. But for all we need funding.

The recently formed NOW national Task Force on Women and Sports, the chairone of which is Ms. Judy Wenning, 510 E. 82nd Street, New York, New York 10028, is likewise initiating many kinds of innovative research and other activities, but is severely hampered by lack of funds. Among the projects which it is planning and for which funding is needed are the initiation, in conjunction with Hofstra University, Hempstead, New York, of a research institute to study attitudes towards women in sports, and the conducting of a National Sports Symposium for Women. Plans for the Symposium call for gathering together women from a large number of sports and professional organizations and sharing with them both news of research presently being carried out and the designing of additional research and action projects. A number of grants are needed, in addition, to conduct mini-research institutes on physical education, athletics, and recreation in various sections of the country.

Within NOW also exists an ad hoc committee called "Project Second Start: Continuing Education for Mature Women." The group is chaired by Ms. Eleanor Kramer, 208 Thompson Street, New York, New York 10012. Members state that the plight of the woman who, because of societal patterns and pressures (including racism, poverty—which particularly affects women in our society—and the belief that women's place is in the home and therefore that men should be educated in preference to, or to the exclusion of women) either has not gone to college or has not completed a degree, has not been the focus of nearly enough study and consideration. This woman, by the age of 25 or so, frequently is on welfare, or, if employed, earning crushingly low wages. She is not unlikely to be the sole support of herself and her family. Often she cannot possibly afford to pay for her own education. But without the education, she cannot qualify for a decently-paying job. In addition, existing programs requiring her to work full-time while going to school because they do not provide sufficient subsidies, take her so long to complete even if she can afford to matriculate, that she cannot qualify for a good job until she is much older than her competition, and therefore, less likely to be hired. Existing programs likewise are generally inadequate in terms of child-care and of the kind of flexibility of design which would recognize the home responsibilities which she has no alternative but to fulfill.

The ad hoc committee has two projects in the planning stages. One is a national directory to inform women about all opportunities across the country for their continuing education. The directory would alert women to programs which encourage them to apply but then do not grant them the credit needed for degrees and better jobs. It would inform them about the various entrance qualifications, deadlines, financial and academic requirements, facilities, and regulations they will meet, thereby enabling them to prepare realistically and to save time and energy better spent studying than charting a round-about course through the

choppy waters of institutional protocol. A second project the committee recommends is the training of counseling personnel so that mature women wishing to obtain an education, or in the process of doing so, will have informed and capable people to whom to turn for advice, support, and information. Such projects, together with a thorough consideration of barriers to women's continuing education, are urgently needed, and call for immediate attention and financial support.

Now also has a National Committee to Promote Woman's Studies, chaired by Ms. Sarah Slavin Schramm, 8715 Bridgeport Avenue, St. Louis, Mo. 63144. The Committee, in recognition of the appropriateness of Woman's Studies to NOW's goals, is an appendage to the national Task Force on Elementary and Secondary Education Discrimination, and maintains liaison with the Task Force on University Compliance. It was established to help interested people in setting up woman's studies courses. Some of its objectives are to help to put woman's accomplishments into proper perspective and to disseminate valuable, and heretofore ignored, information and resources on women. The Committee will soon publish a resource booklet entitled "Do It Yourself Woman's Studies," which will list resources by field.

As I am an educator interested in curriculum reform, and was, until within the past year, still a student, let me try to convince you of the absolutely critical need for funding women's studies and personnel retraining. Maybe I can give you a little of the flavor of what is happening in our educational system, and shadow in what needs to be done to improve it.

During all these years while I have been in school and college, I saw no women in our history textbooks except a few suffragists described as "suffragettes" in perhaps a paragraph or so, and made to seem ridiculous and unwomanly, and it has been hard not to conclude that women have not contributed much to civilization. I did not realize that history as we know it is not at all what it purports to be—a reasonable record of the known activities of the human race—but rather, a record of what historians have so far thought it important to mention—the wars, conquests, and technological developments that were the business of a powerful and privileged, but not necessarily more gifted or more worthy, few, virtually all, like the historians themselves, male.

No one talked about the fact that women, subject not only to uncontrolled and often dangerous childbearing, but more importantly to oppressive legal, economic, educational, and other disadvantages, were not permitted to engage in these activities. Nor did anyone talk about the many activities in which women and other powerless people—a majority of humankind—did engage, and the achievements they managed to accomplish despite enormous handicaps. We were deprived of our heroines, and only now (as in the aforementioned documentary on our formers) are we beginning to reclaim them, and with them the models of excellence and courage and large-hearted humanity they offer us all, women and men alike. It is imperative, before any more damage is done to women's self-esteem, and before any more contempt is substituted for the truth, that new, more objective texts be written, new research done and communicated to the public, and that funds be provided to make this work possible.

Our college psychology and sociology textbooks were full of sex-role stereotypes which insulted and shamed my sister-students and me. According to these disciplines, a female was not "normal" unless she was passive, narcissistic, masochistic, and found complete fulfillment in playing a subordinate role within the confines of her husband's home. How many boys would go on to become doctors, lawyers, etc., if we told them it was unmasculine to achieve or to participate actively in the world outside the home? How many would find it easy to respect themselves if we told them that by nature they were characterized by traits which our society despises—like timidity, dependence, etc.? I heard in my classes nothing about conditioning, or about the characteristics which all people who are under the control of other people—slaves, courtiers, lower-ranking soldiers, women—adopt in order to survive. I heard nothing about how people, if kept down long enough, are deeply affected by society's estimate of their capabilities and its narrow expectations of them, and consequently have low levels of self-esteem and self-confidence, and aspirations which are incongruous with their true potentials. It is imperative that a new psychology and sociology of women be developed and taught before any more hurt is done, any more wounds inflicted. And money is needed to support the research and its dissemination.

Art courses dealt with works by men, conveying the message that women weren't capable of being great and creative artists, and contributing, by showing the male artist's perspective only, to the stereotyping of women as functions of male fantasies. The fact that women have excelled in all the art forms permitted

them was completely bypassed. We did not learn that women were rarely allowed to be apprentices in the great studios, where their male counterparts received their training, or to draw from live models, as their brother artists did. Nor did we learn that, for all that women's art, like their lives, was tied to the serving of their families' needs, the tapestries, lace, and numerous other things they made for use in their homes were not one whit less beautiful or valuable in terms of skill than the statues and paintings which their brothers made for display in museums and public squares. Nor did we hear how the woman artist who *did* create statues or paintings was, and is still today, criticized according to pejorative sex stereotypes and rarely able to convince museums and public officials to display her work.

Even our mathematics and science textbooks reflected the negative cultural stereotype of women. They contained implicit and explicit pejoratives aimed at women, and still do; one enterprising ninth grader from a public school in Montgomery County, Maryland, has just recently analyzed her algebra textbook and found it unsatisfactory. In a memo to her principal, she explained that in word problems involving large sums of money, the subjects were male, and that the only problems with female subjects dealt with weight, age, or hair color. The male subjects were, moreover, distributed among many occupations and engaged in exciting activities, whereas the female subjects always were housewives or club members and invariably immersed in the sewing of clothes or other stereotyped activities.

And in my own field, literature, as in all the others, there was strong evidence that professors and anthologists and critics often viewed women as a variant and inferior form of human being. Women's works were rarely read, and criticism of the few works that were studied was full of sex stereotypes. We did not learn that plenty of "normal" women were bored, restless, and often desperately angry about, and hurt by the demeaning restrictions placed upon their freedom and the lack of challenging and fulfilling opportunities offered to them, because we did not read the journals, letters, and other works they wrote while being actively discouraged from writing poetry, drama, etc. We did not learn that huge quantities of both esoteric and popular literature have been devoted for centuries to tirades against women, and to claims that they are inferior and even evil human beings. We did not consider how such misogyny must have discouraged many genuinely talented women from trying to use their talents outside the prescribed female sphere, nor did we consider the consequences of the fact that much literature today exhibits the same misogyny. We did not study the images which writers have projected of women in terms of the stereotypes by which these writers were obviously influenced. Finally, we did not examine the medium of the art of literature—language—and thus were not made aware of the male orientation's skewing of our perceptions of women and men and the world we share.

And what about the advisors and teachers who are still telling young women, as one of mine told me, "You have a wonderful mind, it's too bad you'll just get married"? The fact that these men are often superb scholars and gifted teachers and warm, sincerely concerned mentors only makes their views the more convincing, the less easy to dismiss, although, in the end, perhaps, what they teach us of independent thought and humanistic ideals enables us to waken to the truth and act. But surely many of the people in positions of such responsibility and power need training and guidance in order that they be made aware of the bias they project and its deleterious effects.

And add to all these foregoing details the facts that: the sports which were supported throughout our education were those in which males excel, so that we were left unaware of our own athletic potentials and cheated of proper physical conditioning; that the teachers and administrators who were hired, promoted, and tenured were overwhelmingly male, and therefore, not sufficiently useful to us as role models; that there were quotas completely unrelated to merit for the admission of women students, especially at the so-called "best" schools; that guidance and placement counselors discouraged in us signs of commitment to our own autonomous development; that scholarship and other funds went mainly to males, despite individual merits, that child-care and routine medical services, non-punitive maternity policies, and equal opportunity for obtaining housing, and even equal pension and insurance coverage, were not provided to female faculty and staff, or parental child-rearing leaves to anyone; that anti-nepotism rules constituted *de facto* discrimination because they resulted in failure to hire wives; and that, as the reports I am getting from all over the country all too depressingly indicate, very little has really changed even in

the past year or so. And then let me ask you to consider for a moment a wise thing Nietzsche (who said a number of decidedly unkind things about women) once said about education: "Better know nothing than half-know many things." It seems to me that it is no exaggeration to say that our whole educational system, as it exists today, from early childhood through graduate levels, and from the playing field to the counselor's office to the classroom and its texts and tests, teaches both women and men to half-know, to know only the male half of the story, and thus dangerously and hurtfully distorts our perceptions and renders women less able to approach the potentials within themselves and to share with men the burden and preciousness of our common humanity and our problematic society. It is overwhelmingly obvious that what we need is across-the-board and deep-through-the-heart reform, and that to make possible educational equity for women, we must fully support and fund the work which lies ahead.

Now let me address myself to the question why the federal government should fund this effort.

As I have mentioned, there are a few studies which have been done for which adequate funding was obtained, studies which therefore have been as intensive and painstaking as is desirable. Besides the documentary of which I have spoken, there is a study of a kind of which we need many more, a study of the treatment of women in high school textbooks, entitled "You Won't Do": What Textbooks on U.S. Government Teach High School Girls. Done by Dr. Jennifer S. Macleod and Ms. Sandra T. Silverman under a grant from the Eagleton Institute of Politics, it will be published this fall by KNOW, Inc., in Pittsburgh. But other similarly important studies, when it has been possible to conduct them at all due to lack of funding, have taken far longer than they should have and/or have been less thorough than desirable. Lack of funds has meant lack of facilities, and the necessary reliance on totally volunteer labor. Most studies done under such conditions have not received the wide publication that the importance of their content deserves, partly again for lack of funds, but also because access is frequently blocked to the scholarly journals and other media; almost all of these are under the editorial control of people who do not recognize the significance of the subject matter, or who are critical of the lack of scholarly thoroughness that was the result of lack of financial support. Some very good studies have been published only in very abbreviated form, in periodicals that have very limited circulation; others are available, often only in mimeographed form, from the authors themselves. Examples of studies in these categories are:

Frisof, Jamie Kelem, "Textbooks and Channeling," a study of five social studies textbooks, published in abbreviated form in *Women: A Journal of Liberation*, Fall 1969.

Committee to Study Sex Discrimination in the Kalamazoo Public Schools, "Report of the Task Force on Elementary School Textbooks," "Report of the Task Force on Personnel," "Report of the Task Force on Physical Education/Athletics," "Report of the Task Force on Vocational Education," "Report of the Task Force on Student Oriented Concerns," "Report of the Task Force on Selected Subjects," published privately and available only by mail.

Women on Words & Images, *Dick and Jane as Victims: Sex Stereotyping in Children's Readers*, published privately and available only by mail from the authors; this study has been widely acclaimed, but at no time was funding forthcoming.

Schmidt, Earl Robert, and Dolores Barracano Schmidt, "An Analysis, Quantitative and Qualitative, of 29 Textbooks Designed for College Survey Courses in American History," an informal, unpublished paper.

Committee to Eliminate Sexual Discrimination in the (Ann Arbor) Public Schools, *Let them Aspire—a Plea and Proposal for Equality of Opportunity for Males and Females in the Ann Arbor Public Schools*, a detailed analysis of sexism in schools, available only in mimeographed form and by mail.

It should be clear, then, that when nobody funds this work, the work suffers in terms of distribution and/or quality. And numerous important studies remain in proposal form only, due to the inability of their designers to obtain funding. Inventive projects such as one being conducted by the Women's Rights Task Force on Education in New Jersey (under Ms. Jean Ambrose, 549 Lenox Avenue, Westfield, New Jersey 07090) are unable to expand and be publicized to the extent they deserve and need to be. This Task Force is setting up a directory of women in non-sex-stereotyped occupations, women who are willing to visit high schools and talk about their work, women whom students may call to discuss the prospects of women in that field, and even visit at their place of work.

But what about funding from the foundations and other such grant-making bodies, you may ask. Over and over again, these institutions have been approached, and repeatedly they have declined to fund our studies, giving reasons along the lines of the following: "We don't have any department into which this study fits; we don't have any category of funds for this, since it does not relate to minorities; studies such as this must be approved by the department head, or the head of the institute, and he doesn't think the subject matter is important or suitable for study." Here are descriptions of several studies not being conducted, because of inability to obtain the necessary funding:

A \$15,000 research study of the effects of the "generic" use of masculine terms in elementary and high school textbooks, a grant request turned down by a major foundation on the grounds that in the opinion of the grant officer, the continual use of terms such as "he," "him," "man" in textbooks *has* no effect because female as well as male students "undoubtedly" understand that the terms refer to females "equally" with males.

A \$15,000 research study of the effects of sex-stereotyped children's stories on elementary school children, the grant request turned down by a major foundation on the grounds of the grant officer's belief that sex-stereotyped stories *have* no effects on the children.

A 2-year, \$100,000 community study of the ways in which community institutions—schools, township government, police department, charitable institutions, Girl and Boy Scouts, etc.—perpetuate and enforce sexism, and the ways in which community groups can successfully bring about desirable change, a grant request denied on the grounds that such a study would not aid other communities across the country, because *they* would not have the financial support provided in the demonstration community.

Finally, let me stress for your special consideration the fact that, for lack of adequate funding, the creation of new, non-sexist textbooks is being neglected. Most textbook publishers have, thus far, shown very little receptivity to the idea of financing the preparation of such texts; other funds are not as yet forthcoming. Under Title IX of the Educational Amendments of 1972 (Higher Education Act), many textbooks may soon be declared unacceptable, but there are no new textbooks available to replace them, and so until this work is done, part of the good intentions of Congress in passing the law will be frustrated.

Let me at this point alert you to another very compelling reason why the work of groups such as ours must, through federal funding, be integrated into the context of the overall effort, supported by the federal government, to end sex discrimination simultaneously on every front. Recently we have begun to notice a very sinister development: other groups have discovered our research and are using it to justify discrimination! Ironically, we have been asked to serve as consultants to corporate employers who use our findings in order to explain to the Department of Labor why they cannot locate qualified women executives as the law requires them to do! The public schools, they argue, for example, have not prepared women for high-level responsibility. If our activities are seen as an element in the total federally-supported program of combatting sex discrimination, rather than as isolated studies done without federal support and without reference to a federal commitment to equal opportunity in every sphere, the discrimination we expose, instead of being used to keep women back on employment and other fronts, will be seen as just one facet of an overall effort to identify and solve the problem of discrimination against women in our society.

In addition, it must be said that Congress' very commendable efforts to root out discrimination against women in education by creating equal opportunity legislation need to be supplemented by just such activities as we are engaged in and would be able and eager to carry out on a much larger scale with adequate funding. Anti-discrimination laws cannot in every instance be depended upon to yield redress. For instance, although last year Congress outlawed discrimination in publicly-funded educational programs under title IX of the Education Amendments of 1972 (Higher Education Act), this law is not yet in force due to HEW's failure to publish regulations, and the charges we have filed against schools that stand in violation of the law are yet to be investigated. And, of course, both enforcement agencies and citizens are more likely to cooperate with laws, thus reducing the costs and problems of enforcement, when they have enough of the kind of information NOW and other groups are working to provide, to enable them to understand and respect the intent of the laws.

Before closing, let me state for the record that it is NOW's contention that equal educational opportunity cannot be assured to all U.S. citizens until both the extent and nature of sex discrimination on every level of education are

clearly documented. (And let us never forget that to deprive women of equal educational opportunity is to so deprive half of every minority group.) Only the Office of Education has the power and capacity to accomplish this momentous task. NOW requests that you urge that the Office of Education follow the recommendation of the President's Task Force on Women's Rights & Responsibilities, as stated in the report issued 13 December 1969, and conduct a "survey of discrimination because of sex, not only in practices with respect to students but also in employment of faculty and administration members"; such a survey, if of a scope and depth to reveal the significant patterns and problems, will enable those who are working in the vanguard of reform to match with improved efficiency and accuracy of perspective their initiative, inventiveness, and dedication.

We in NOW applaud the constructive spirit of the Women's Educational Equity Act, and urge each of the honorable members of this Subcommittee to support it; the day that public funds are authorized for such corrective measures as we have attempted to show are necessary, (and as we guarantee there are willing and knowledgeable people to design and carry out), will be the day we begin to counteract with the vigor and spirit of our highest ideals this country's two-hundred-year heritage of inadequacy in educating the female half of its people.

STATEMENT OF ELLEN MORGAN, COORDINATOR, TASK FORCE ON UNIVERSITY COMPLIANCE, NATIONAL ORGANIZATION FOR WOMEN, PRINCETON, N.J.

Ms. MORGAN. Thank you.

My name is Ellen Morgan and I serve as coordinator of NOW's National Task Force on University Compliance. I joined NOW one day while studying for my Ph. D. exams; that day every book I read in preparation for the exams put down women.

As you know, NOW is a civil rights action organization committed to bringing women into full participation in the mainstream of American society, exercising full rights and sharing responsibilities in partnership with men.

Most simply stated, our basic goals in the educational sphere are eliminating all forms of discrimination against women at all levels of education, and the reorientation of the educational system to fairly represent the contributions and accomplishments of women, and to encourage the full development of women as well as men.

Accordingly, we have set up within NOW several task forces and committees which work for educational equity for women. Our full statement, which I have brought for the record, was prepared from material submitted by each of these groups. If that has made you envision with a shudder the proverbial camel which resulted when the committee tried to put together a horse, let me say a brief word in behalf of camels, and thus encourage you to consider the full report rather than only this summary, which cannot but inadequately represent NOW's thinking and activities in the area of educational equity.

Camels, let us admit, are better at getting people across long stretches of desert in record time than any other known living beast. And if that remark helps to concretize for you, as we have all tried to do, the fact that the U.S. educational system has a climate which scorches women on their journey through it and is a terrain ungenerous in springs to quench the female traveler's thirst, then I hope you will forgive me for having committed the impropriety of introducing a camel into this august chamber.

Our full report covers the activities of our National Task Forces on Elementary and Secondary Education Discrimination on Uni-

versity Compliance, and on Women and Sports, and of our Ad Hoc Committee on Continuing Education and our National Committee to Promote Woman's Studies.

The report deals in some detail with the various projects in which our people are engaged. I shall not here present a list of their activities, for its length would only try your concentration and obscure the dramatic excitement of their commitment and conviction, the energy talent and astonishing inventiveness which they bring to their work.

But to give you an idea of the scope and importance of their efforts, I will mention briefly that they are studying and documenting bias in children's television, toys, textbooks, and audiovisuals, and examining patterns of discrimination in the licensing, evaluation, and promotion of teachers and operation of teachers' unions.

Members of these groups, located throughout the country in our over 500 local chapters, are developing nondiscriminatory models for athletic programs and vocational training; they are trying to obtain compliance with antidiscrimination legislation from school systems, colleges and universities, most of which are inexcusably recalcitrant and uncooperative.

They are working on the creation of sound and effective affirmative action plans. They are analyzing bias in standardized tests. They are developing resources to assist mature women to obtain the education without which they cannot qualify for decent jobs. And they have plans for symposia and institutes to consider how to modify our whole educational system so as to bring it into line with the democratic and egalitarian ideals it teaches, but which do not govern its treatment of females.

In the section of the report dealing with curricular reform we have tried to give a picture of what the atmosphere actually is in our educational institutions and how the texts, pedagogical and counseling practices and other factors scar both female and male students with contempt for females and discourage female students from believing in their capabilities and respecting themselves.

We have commented on the unfair hiring, promotion, antinepotism, tenure, and financial aid practices, the admissions quotas based on sex rather than merit, and the de facto discrimination resulting from inadequate child care, medical services, maternity provisions, and from unequal provision of housing, fringe benefits, et cetera, all of which help to make our educational system alien and harsh territory for the female student, teacher and administrator, and serve to demonstrate the overwhelming necessity for radical change of the kind toward which we are working.

Now is providing these costly services which we believe to be the public responsibility of the Department of Health, Education, and Welfare, not of a volunteer organization.

Since we have a clear perception of the problems and a strong commitment to see them solved, we hope that our abilities and those of others who have demonstrated the same concern will be utilized by HEW. But on our own, we have neither the power to elicit essential information nor the funding to expedite our work or publicize our findings.

And that is where you, and the Women's Educational Equity Act, come in.

Our full report contains information on the unquestionable success and acknowledged value of the few projects we have done for which we were able to obtain adequate funding. I have brought two poster-displays to show the worldwide recognition accorded our documentary, "Our North American Foremothers."

Also I brought with me and gave to the committee some copies of a pamphlet, "Dick and Jane As Victims; Sex Stereotypes in Public Schools." I thought the committee would be interested in that.

But most similar projects, when it has been possible to conduct them at all, due to lack of funding, have taken far longer than they should have and sometimes have been less thorough than desirable. Lack of funds has meant lack of facilities, and reliance on totally volunteer labor.

Most studies done under such conditions have not received the wide-publication that the importance of their content deserves, partly again for lack of funds, but also because access is frequently blocked to the scholarly journals and other media; almost all of these are under the editorial control of people who do not recognize the significance of the subject matter or who are critical of the lack of scholarly thoroughness that was the result of lack of financial support.

Some of the most important studies, then, get published only in very abbreviated form, in periodicals that have very limited circulation; others are available, often only in mimeographed form, only from the authors.

Thus, when nobody funds the work, the work suffers in terms of distribution, and sometimes of quality. And numerous important studies remain in proposal form. I have given you a list of some that I think are important that so far cannot be done for lack of funding.

But what about foundation funding, you may ask. Over and over again, these institutions have been approached, and have repeatedly declined to fund these projects, giving reasons like: "We don't have any department into which this study fits," or "Studies such as this must be approved by the department head, and he doesn't think the subject matter is important or suitable for study."

And so the Federal Government is our only hope and, we believe, the rightful source of funding for several reasons.

First, because Federal agencies which enforce antidiscrimination legislation have often asked us to provide them with information—as, for instance, on which criteria peculiar to the academic scene and used in hiring or setting university salaries and ranks have an invidious or disparate effect on women.

We would be happy to do the necessary studies, but not only are funds needed but the Federal Government's power to obtain institutional statistics and other records.

Secondly, both enforcement agencies and educational institutions are more likely to cooperate with the antidiscrimination laws Congress has passed, thus reducing costs and problems of enforcement, when their personnel have enough of the kinds of information NOW and other groups are working to provide, because the information will enable them to understand and respect the intent of the laws and the need for them.

And, of course, these laws cannot always be depended upon in themselves to yield redress. Although last year Congress outlawed discrimi-

nation in publicly funded educational programs under title IX of the Education Amendments of 1972, as has been mentioned, this law is not yet in force due to HEW's failure to publish regulations.

An interesting sidelight in connection with title IX is that, for lack of adequate funding, the creation of new, non-sexist textbooks is being neglected. Most textbook publishers have shown very little interest in financing their preparation, and other funding has not been forthcoming.

And, so, when title IX is enforced and many of the present textbooks are declared unacceptable under its provisions, there will be no new textbooks available to replace them. Thus, unless textbook revision is funded now, a significant part of the good intentions of Congress in passing the law will be frustrated.

Lastly, there is another very compelling reason why the work of groups such as ours must, through Federal funding, be integrated into the context of the overall effort, supported by the Federal Government, to end sex discrimination simultaneously on every front. Recently we have begun to notice a very sinister development: other groups have discovered our research and are using it to justify discrimination.

Ironically, we have been asked to serve as consultants to corporate employers who use our findings in order to explain to the Department of Labor why they cannot locate qualified women executives as the law requires them to do. The public schools, they argue, for example, have not prepared women for high-level responsibility.

If our activities are seen as an element in the total federally supported program of combating sex discrimination, rather than as isolated studies done without Federal support and without reference to a Federal commitment to equal-opportunity in every sphere, then the discrimination we expose, instead of being used to keep women back on employment and other fronts, will be seen as just one facet of an overall effort to identify and solve the problem of discrimination against women in our society.

Before closing, let me state for the record that NOW believes that equal educational opportunity cannot be assured to all U.S. citizens until both the extent and nature of sex discrimination at every level are clearly documented.

We ask you to urge that the Office of Education do the survey recommended in the 1969 report of the President's Task Force on Women's Right and Responsibilities. If possible, I should like this letter from NOW, dated October 10, 1971, to Hon. Sidney P. Marland, Jr., requesting this study, to be introduced into the record.

Mrs. MINK. It will be inserted without objection at the end of your statement.

Ms. MORGAN. We in NOW applaud the constructive spirit of the Women's Educational Equity Act.

I think our feeling is the leader should be chosen by the working members who will have to operate under that leadership, and that in their selection concerned groups be consulted—groups which have demonstrated their support for this bill and for activities of this type.

I also would like to suggest that if we don't compensate the entire group, it is putting at least some of them back in the role of the women volunteer who is doing work that is very necessary to society without compensation.

We urge each of the honorable members of this subcommittee to support the Women's Educational Equity Act. For our part, we guarantee you willing, knowledgeable people who, with Federal funding and support, will do everything in their power to end our country's 200-year history of inadequacy in educating the female half of its people.

Thank you.

[The letter referred to follows:]

OCTOBER 10, 1971.

Hon. SIDNEY P. MARLAND, Jr.,
U.S. Commissioner of Education,
Office of Education,
Department of Health, Education, and Welfare,
Washington, D.C.

DEAR COMMISSIONER MARLAND: The National Organization for Women is grateful for the chance to have met with you, and for your statement that the Office of Education should participate as a leader in the area of equal educational and employment opportunity for women, in the light of your Office's obvious and special responsibility to women in society.

On December 13, 1969, President Nixon's Task Force on Women's Rights and Responsibilities released its report, which alleged:

Discrimination in education is one of the most damaging injustices women suffer. It denies them equal education and equal employment opportunity, contributing to a second class self image . . .

Section 402 of Title VII, passed in 1964, required the Commissioner of Education to conduct a survey of the extent of discrimination because of race, religion, color, or national origin. Title IV should be amended to require a similar survey of discrimination because of sex, not only in practices with respect to students but also in employment of faculty and administration members.

Under its enabling legislation, however, the National Center for Educational Statistics can conduct such a survey *without Title IV's being amended*.

It is NOW's contention that equal educational opportunity cannot be assured to all Americans until both the extent and nature of sex discrimination on every level of education are clearly documented. To deprive equal education to women is to deprive half of every minority. Only the Office of Education has the power and capability to accomplish this momentous task. Therefore NOW requests from the Office of Education a commitment consistent with its posture on equal opportunity for women that the recommendation of the President's Task Force will be honored.

The President's Task Force had a further recommendation for the Office of Education; I quote in part:

As a result of the testimony of numerous witnesses, which provided convincing evidence of discrimination against women as students and as faculty and which included many specific suggestions for governmental leadership action, the Task Force concluded that the Office of Education should have a women's unit, whose director would report to the Commissioner, to give leadership to public and private efforts to eliminate discrimination in education.

The Report, a copy of which I include, contains many specific suggestions for the functions of the unit.

NOW feels that the present women's unit established in the Office of Education does not fulfill the terms of this recommendation, as it is concerned not with women's educational rights, but with their employment rights only within the Office of Education. As such, it is simply the Office of Education's implementation of its required affirmative action program.

NOW, however, is concerned with the power of the Office of Education to assure the women of America the right to equal educational opportunity for their tax dollar, from their first day in school, to the awarding of the doctorate.

Since it is newly within the province of the Commissioner of Education to appoint such advisory committees as he deems necessary without having to wait for Congressional authorization, NOW feels that the recommendation of the President's Task Force can best be served by the preliminary and surely minimal step of the Commissioner's appointing a public advisory committee on Educational Opportunity for Women on the same basis as the public advisory committees he now has for racial and ethnic groups, minorities. Its first task should be to draw up a plan for the establishment of the women's unit described by the Task Force.

This Committee, however, will not serve its purpose unless it is composed of representatives of feminist organizations whose major focus is equal rights for women, especially in education. Examples of such organizations are the American Association of University Women, Women's Equity Action League, Human Rights for Women, Citizen's Advisory Council on the Status of Women, and of course, the National Organization for Women.

We shall hope to hear from you soon.

Sincerely yours,

ANN SCOTT.

Mrs. MINK. Thank you for your excellent statement.

I trust that having been invited to serve as consultants to these corporations, you declined such invitations?

Ms. MORGAN. We have.

Mrs. CHISHOLM. This is an excellent presentation, a very scholarly document that really gets to the heart of many of the difficulties.

As I listen to you, there is just one basic question that comes running through my mind, because I believe we have covered so many of the other problems with the other witnesses. That is, if this act is implemented, what are we really going to do with respect to the corporate world, the banking world, all of the business institutions and many of our educational institutions that are headed up by men who have ingrained attitudes toward women?

I am beginning to wonder as I listen to this testimony, today being the second day, if perhaps there is not some place in the bill for the injection of a short-term program for those persons in the world of work who are going to be giving the opportunities on a much broader basis once this act becomes law.

I would like to get your reaction on this matter. Even if we pass the law, if we do not have all the funds to implement the law—you know what happens when you get these bills before the different committees here in Congress responsible for the funding—the women who are trying to enter the world of work on an equal level still will not have a fair chance unless those who have the power understand what we are trying to do in 1973.

I would like to get some suggestions from you, some ideas with respect to this issue. It is bothering me a little.

Ms. MORGAN. It seems to me the section of the bill that covers training of people out in the world, so to speak, might be helpful here. But perhaps there is also one more suggestion that could be made, and that is that, in my opinion, any group of people, whether it be an educational institution or a business which has a contract with the Government—perhaps that is the “open sesame” there.

One of the things you have to do with regard to affirmative action is get training, and if there was a program that we could develop under this act specifically for addressing the problems in the work force, an attitudinal training program, then that could be made part of their affirmative action programs. That would be the only suggestion that comes to mind at the moment.

Mrs. CHISHOLM. That is the only question I have.

Mrs. MINK. Thank you for your testimony.

Our next witness is Dr. Charles L. Lewis, executive director, American Personnel and Guidance Association. He is accompanied by Dr. Elaine House, National Vocational Guidance Association.

Proceed, if you will, Dr. Lewis.

**STATEMENT OF DR. CHARLES L. LEWIS, EXECUTIVE DIRECTOR,
AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION, WASH-
INGTON, D.C., ACCOMPANIED BY DR. ELAINE HOUSE, NATIONAL
VOCATIONAL GUIDANCE ASSOCIATION**

Dr. LEWIS. Mrs. Chairwoman and members of the subcommittee. I am Charles Lewis, executive director of the American Personnel and Guidance Association. Testifying with me this morning on the Women's Education Equity Act of 1973 is Dr. Elaine House, chairman of the university department of undergraduate teacher education at Rutgers University.

As representatives of the American Personnel and Guidance Association we appreciate this opportunity to provide the subcommittee with reactions to this bill.

Let me digress to say that as one of the rare male testifiers I want to acknowledge input from Miss Jane McCormick and Dr. Janet Head who helped me in putting this together, and my colleague, Alice Fins, who checked it for sexism.

I would like to spend a few minutes describing the purpose of our organization and some of the work we have done in the area of counseling with girls and women.

Dr. House will focus more specifically on the bill and discuss the critical need for a national commitment to meeting the unique concerns of girls and women as they move through the educational system and into the world of work and their full lifespan development of a career.

The American Personnel and Guidance Association has a membership of 32,000 members. We have 10 divisions and 52 State branches to service the professional needs of counseling and guidance work at all educational levels and in community agencies, Government, business and industry.

On our membership form survey item on sex and race is optional. As a result, it is impossible to give a precise number of female members, but we do know that of 20,776 members completing the item last year, 9,899 or nearly half were women.

Our concern for facilitating the development of women extends far beyond a consideration of our membership base. As a professional organization composed of counselors and guidance personnel who work in diverse settings, we have a deep commitment to helping the people with whom we work to be knowledgeable of alternatives and options open to them for leading useful and satisfying lives. We serve an important role in assisting them to learn to take advantage of these personal options.

In order to facilitate this developmental process in girls and women, APGA has tried to do as much as possible to sensitize its members to the unique concerns of girls and women and to provide professional counselors with materials that will improve their competency and help them communicate effectively with consumers of their services.

At the present time we have a commission on women directly affiliated with APGA. Three of our 10 divisions have task forces and commissions on women. The oldest, a part of the National Vocational Guidance Association, has been in existence since 1968.

Among other activities, they sponsored two major conferences structured to identify career counseling needs of girls and women and to generate concrete suggestions for meeting these needs. I have furnished each of you with a copy of their monograph "counseling girls and women over the life span," which summarizes the results of the first conference.

The most recent one was held 2 weeks ago at Appalachia State University in Boone, N.C., and in joint sponsorship with the North Carolina Department of Public Instruction and the North Carolina Commission on the Education and Employment of Women, and my colleagues will be able to tell you more about the outcomes of that conference in her remarks today.

Our major journal, the Personnel and Guidance Journal, frequently includes articles about counseling girls and women. In October 1972 we devoted an entire issue to this area and I have provided your committee with several copies of this publication.

I hope that these two publications will help you understand the critical need for more effective counseling with girls and women.

At our national conventions many of the workshops and papers presented focus on new techniques being developed for counseling with girls and women. The research reports in such areas as girls' vocational aspirations and the effect of sex role stereotyping on males and females are disseminated to thousands of our colleagues at sessions and in subsequent publications.

Indeed, we were honored by the presence and presentation of the Honorable Congresswoman Mink at one of our conventions this year, and Mrs. Chisholm addressed us in Atlantic City.

We have recently developed two films entitled "Assertive Training for Women." These films present simulated situations of problems women frequently encounter, such as job discrimination, the difficulties of combining managing a household and working outside of the home, and pressure to respond to situations when faced with sexual stereotyping.

These are available for the use of counselors and others at a nominal rental charge for group counseling and guidance with women.

Another service offered to our members is the National Career Information Center which provides a monthly newsletter, Inform, dealing with information on career opportunities and vocational guidance activities. Several issues of Inform have been devoted exclusively to the concerns of girls and women in career exploration. I have included samples of these for your use. Bibliographies of informational and service resources for vocational guidance are also provided for users of the service.

Recently the National Career Information Center undertook a project to emphasize career awareness in conjunction with the Business and Professional Women's Foundation. This will soon provide materials for schools and community groups to cooperate in fostering the career exploration of individual students, male and female, across the country.

The aim is to have school counselors and community workers join together to assist young people with career exploration. With this particular sponsor it is obvious we are assuming improved attention to the developmental needs of both sexes.

In addition to these practical services giving impetus to improved counseling with girls and women, our national governing body has taken a stand on professional and societal issues that directly affect women.

For example, our Senate in March 1972 passed a resolution indicating that separate male and female forms of the Strong Vocational Interest Blank, the two most frequently used instruments to assess personal interests, were discriminatory and of limited use in helping females reach sound career decisions.

It also authorized members to petition and negotiate with the SVIB publishers to revise their instruments, manuals and normative groups to eliminate sexual discrimination.

In February 1973 our Senate again passed several resolutions calling for affirmative action against discrimination based on race, color, creed, sex, sexual orientation, life style, or age within our association and all of its State divisions and branches.

They also voted to refrain from using sexually discriminatory language and sexually derogatory references in all association publications. We have additionally consistently recorded our support of the ratification of the equal rights amendment.

I have tried to highlight our history of support in assisting counselors to do all they can to facilitate the maximum personal and vocational development of girls and women.

To accelerate needed changes in our schools and society, a broadened effort will be required.

For this reason, the American Personnel and Guidance Association supports H.R. 208.

We believe a commitment by the Federal Government to work toward reducing the inadequacy of educational programs as they relate to women of all cultural and ethnic groups will enable more women to know of opportunities and to take advantage of them.

What you are considering is an opportunity to place women more completely in control of their own futures to the benefit of men and women, and I know our membership lauds and endorses your efforts.

I have included a copy of the resolutions mentioned in my testimony. I would request they be inserted.

Mrs. MINK. Without objection, those resolutions will be inserted in the record.

[The documents referred to follows:]

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION,
September 6, 1973.

HON. PATSY T. MINK,
House of Representatives, Rayburn House Office Building, Washington, D.C.

MY DEAR MRS. MINK: After testimony before the House Committee recently concerning the Women's Equity Education Act, I learned that by oversight we did not submit a copy of a resolution developed by a group of our members assembled in a conference on the topic of women's concerns. Dr. Thelma C. Lennon was co-chairman of that conference; she has submitted to me and I in turn am transmitting it to your committee. I do hope it may be entered in the record and assembled with other materials pertaining to this important topic. With personal regards.

Sincerely yours,

CHARLES L. LEWIS,
Executive Director.

DEPARTMENT OF PUBLIC INSTRUCTION,
STATE OF NORTH CAROLINA,
Raleigh, August 29, 1973.

Dr. CHARLES LEWIS,
Executive Director, American Personnel and Guidance Association, Washington, D.C.

DEAR DR. LEWIS: The workshop, "Facilitating Career Development for Girls and Women," was a tremendous success. We had programmed for this kind of positive result but the workshop far exceeded our expectations.

It was during the second week of the workshop that Dr. Norman Feingold announced the Bill to be presented by Senator Martha Griffiths. It was at that time that a group of participants organized and formulated the enclosed resolution. We are pleased to furnish your office with a copy.

Sincerely,

THELMA C. LENNON,
Director, Division of Pupil Personnel Services.

Enclosure.

STATEMENT OF THELMA C. LENNON, CHAIRMAN, COMMISSION ON THE OCCUPATIONAL STATUS OF WOMEN, NATIONAL VOCATIONAL GUIDANCE ASSOCIATION

Participants attending the conference "Facilitating Career Development for Girls and Women" of the National Vocational Guidance Association's Commission on the Occupational Status of Women, held at the Center for Continuing Education, Appalachian State University, Boone, North Carolina, July 8 through 19, 1973, as professional counselors coming from 23 states and who serve millions of students and adults, respond affirmatively to the news release of Congresswoman Martha Griffiths dated June 17, 1973, on the Economic Problems of Women.

Sex stereotyping exists throughout our society. It is perpetuated by governmental agencies, industry, mass media, and educational institutions, and is one of the major factors in the underutilization of women in the labor force. Participants offer the following specific recommendations to be considered in the formulation of governmental policy in order to begin the equalization and enhancement of women's economic status.

Educational materials and curricula used from pre-school through continuing education, particularly those provided by federal agencies, should expand rather than limit career opportunities for women. It is our unanimous opinion as professional counselors that unless immediate corrective measures are taken, women will not become fully contributing members of society.

Educators and counselors in all work settings must expand their expertise in the area of life career development and opportunities for women. Immediate appropriations and funding are required to provide training and upgrading of skills for educators to expand their awareness in this critical area.

Civil rights legislation, particularly as related to the economic rights of women, must be enforced. Women are handicapped in their career development by discriminatory insurance practices, federal income tax legislation, estate and gift tax laws, social security and private pension plans, unemployment insurance benefits, veterans and public assistance programs.

Sex stereotyping and economic discrimination against women create problems for individuals, families, and society. Specific economic implications include the failure to fully utilize women's capabilities and contributions to the labor force.

The recommendations stated above are minimal first steps with which the federal government may begin to maximize the economic status and productivity of this country's 51% minority. In addition to these pressing economic considerations, we as counselors constantly see the tremendous costs in human dignity and individual development resulting from discriminatory attitudes and practices. Therefore, we charge you as legislators and representatives to take immediate remedial and constructive action.

AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

SENATE RESOLUTIONS FOR 1972 AND 1973 REGARDING WOMEN'S CONCERNS—
APGA SENATE—MARCH 26-29, 1972

Strong vocational interest blanks

Whereas, the Strong Vocational Interest Blanks (SVIB) provide different occupational scores for men and women: that is, women cannot be scored on occupations like Certified Public Accountant, purchasing agent, public administrator, and men cannot be scored on occupations such as medical technologist, recreation leader, physical education teacher; and

Whereas, when the same person takes both forms of the SVIB, the profiles turn out differently: for example, one woman scored high as a dental assistant, physical therapist, occupational therapist on the woman's profile, and physician, psychiatrist, and psychologist on the man's form; and

Whereas, the SVIB manual states "Many young women do not appear to have strong occupational interests, and they may score high only in certain 'Pre-marital' occupations; elementary schoolteacher, office worker, stenographer-secretary. Such a finding is disappointing to many college women, since they are likely to consider themselves career-oriented. In such cases, the selection of an area of training or an occupation should probably be based upon practical considerations, fields providing backgrounds that might be helpful to a wife and mother, occupations that can be pursued part time, are easily resumed after periods of nonemployment, and are readily available in different locales." (Campbell, revised, p. 13, 1966); therefore, be it

Resolved, That APGA commission duly authorized members to petition and negotiate with the SVIB publishers to revise their instruments, manuals and norm groups so as to eliminate discrimination; and be it further

Resolved, That this duly authorized commission develop with the test publishers an explanatory paper to circulate among all purchasers of SVIB materials including answer sheets a statement which outlines the possible limitations inherent in the current SVIB with suggestions for ways to minimize the harm; and be it further

Resolved, That the commission in cooperation with the test publisher set a deadline for the new forms to be published and distributed.

American personnel and guidance association commission on women

Whereas, there is clear and undeniable evidence that girls and women suffer from personal and institutional discrimination, that they are, by sociological definition, and oppressed minority; that they are denied equality in educational opportunities, occupations, advancement, salary, prestige, and representation in decision and policy making areas; and

Whereas, concern for the welfare of all human beings is an integral part of counseling and guidance; and

Whereas, the American Personnel and Guidance Association is the major professional organization in counseling and guidance; therefore, be it

Resolved, That APGA support all efforts to seek, as a minimum, full and uniform compliance with Executive Order 11246 as amended by Order 11375, which prohibits discrimination on the basis of sex by any agency holding Federal contracts; and be it further

Resolved, That APGA establish and fund as a regular part of the budget, a permanent Commission on Women, composed of a majority of women, including at least one representative of the Women's Caucus of APGA and one from the Women's Commission of any APGA division which has established such a commission, i.e. ACES and NVGA (Commission on the Occupational Status of Women); and be it further

Resolved, That the initial year be budgeted up to \$2,500.00; and be it further

Resolved, That the Commission be charged with: (a) investigating and reporting the status of women in the American Personnel and Guidance Association; (b) formulating recommendations for further action based on findings; and (c) contributing to the leadership and development of affirmative action programs within the American Personnel and Guidance Association and its Divisions and State Branches.

APGA Senate—February 9-12, 1973

Discrimination on the basis of race, color, creed, sex, sexual orientation, life style or age

Whereas, equal rights for all is a basic value in our culture; and

Whereas, discrimination has been proved to have adverse effects upon the self-concepts of individuals which affects their total functioning; and

Whereas, counselors strive to build self-concepts in the regular course of their work; therefore, be it

Resolved, That the American Personnel and Guidance Association membership actively resist any discrimination against any individual on the basis of race, color, creed, sex, sexual orientation, life style, or age; and be it further

Resolved, That the American Personnel and Guidance Association membership actively support affirmative action against such discrimination and urge each Division and State Branch to make known this stand in its newsletter or other media and include information on this position in materials going to legislative workshops.

Sexist terminology in APGA publications

Whereas, language is an important symbolic indicator of attitudes; and

Whereas, the APGA publications of its Branches and Divisions are the major professional journals in the field of guidance, counseling, and personnel work; therefore, be it

Resolved, That the APGA refrain from using sexually discriminatory language and sexually derogatory references in the publications sponsored by the Association and its Branches and Divisions.

Support for ratification of equal rights amendment

Whereas, concern for the welfare of all human beings is an integral part of counseling and guidance; and

Whereas, the American Personnel and Guidance Association is the major professional organization in counseling and guidance; therefore, be it

Resolved, That the American Personnel and Guidance Association go on record as supporting the Equal Rights Amendment and that this official position be made known immediately to all state coordinators and to the legislatures of their particular states.

Mrs. MINK. Dr. House.

Dr. HOUSE. Mrs. Chairwoman and members of the committee:

I am Elaine House, chairman of the department of undergraduate teacher education at Rutgers University. I have been eastern regional chairman of the National Vocational Guidance Association Commission on the Occupational Status of Women and assumed the national chairmanship of the commission on July 1, 1973.

This commission has been enthusiastically supported by the National Vocational Guidance Association's board of trustees. As Dr. Lewis has indicated, the American Personnel and Guidance Association has a long history of support for women's concerns.

At this point I might add my advanced degree is in vocational education and my permanent appointment at Rutgers is as a trade and industrial teacher-educator, which is a somewhat unusual field for a woman.

I have just returned from the second national workshop held by the Commission. It was sponsored by the National Vocational Guidance Association, the North Carolina Department of Public Instruction, and the North Carolina Commission on the Education and Employment of Women.

The 73 participants from 21 States attended this 10-day conference entitled "Facilitating Career Development for Girls and Women." Many of the concerns expressed by participants and presenters are addressed by the bill under consideration.

If you are interested, I can include the entire program, because we had a great variety of speakers.

Dr. Margaret Hunt, a political scientist and chairwoman of the North Carolina Commission on the Education and Employment of Women, stated:

In fact, the available evidence suggests that the sex role stereotyping has increased significantly in the past quarter century and that the educational system is one of the social institutions which has reflected this trend both in curriculum and personal practices.

Dr. Hunt later discussed the special challenge presented by the mature woman seeking additional training and either initial entry or re-entry into the labor market.

Certainly the experience of counselors working with such women demonstrates the need for more intensive and sensitive counseling with clients who are in fact modifying their roles and changing their style of life.

In order for counselors to work successfully with girls and women over the lifespan, they must first be well informed and reexamine their own biases and concepts of the occupational role of women.

Dr. William Bingham, professor of educational psychology in the Graduate School of Education, Rutgers University, reported on a study, supported by the Commission, on the extent to which counselors are accurately informed about women and work, and their attitudes toward workingwomen.

The data indicated that some counselors are misinformed and that there are notable sex differences in information. Generally, the counselors in the study expressed more positive than negative attitudes toward women and work. Dr. Bingham said:

In some respects, their attitudes were less clearly defined than was expected. Such lack of definition may leave some clients, especially girls, with feelings of uncertainty about where they stand with their counselors.

The study highlighted the need for inservice training for counselors, training which the Women's Educational Equity Act could make available. Data now being collected by Dr. Bingham and me from counselor educators may suggest whether counselor attitudes are influenced by their teachers. Similar data collected from students in a large suburban high school and an area vocational-technical high school are now being analyzed.

Certainly a larger funding base than can be provided by the limited resources of the National Vocational Guidance Association would help researchers in this area gather and disseminate the information that is now lacking.

Ms. Lura Tally, a member of the North Carolina House of Representatives, presented a paper on "The Changing Role of Women and Women in Politics." I might say Ms. Tally remained with us for an entire week.

Although women have not traditionally participated in politics to any great extent, Ms. Tally urged counselors to encourage females to enter politics. Here I would like the record corrected, because the following sentences are a direct quote, and I quote: —

In this comparatively new role, women have to meet many challenges. First, a woman must have a message. Second, a woman must have a reason for wanting to enter the political world. The same factors make for success in the political sphere as in other occupations: Determination, education, perseverance, timing, and a little bit of luck. Most of all, however, preparation is needed.

Counselors can play a vital role in encouraging girls to consider a career in politics, as well as in other occupations not presently attracting female participation.

Another presentation was the preliminary report by Grace Bingham, a learning disabilities specialist from New Jersey, and myself, of data gathered at a workshop sponsored by the National Vocational Guidance Association Commission in March 1972. At this workshop, elementary teachers and administrators met with Commission members to discuss ways information about the development of occupational stereotypes in elementary school children could be collected.

In May, the group reassembled and the teachers brought back the data they had gathered. There was a clear indication that sex-biased preferences exist as early as the kindergarten to grade 2 levels. Even at that age, girls are thinking of themselves as future teachers, nurses, and housewives.

This workshop cost \$500 and is one example of what careful planning and cooperation among various groups of educators can accomplish. Much data were generated from a sample of over 300 urban and suburban racially mixed children.

A more comprehensive research proposal outlined by the keynote speaker was funded by the vocational division of the New Jersey State Department of Education. This research project has already generated three doctoral dissertations. The participants examined their own occupational stereotypes. We believe this has had a direct impact on their approach to the occupational role of girls and women.

H.R. 208 would make it possible for workshops such as this to be conducted on a national basis.

At a time when Federal and State legislation is paving the road with new options for women in the labor force, many women do not have the consciousness, predilection, or self-confidence to even consider new possibilities. While an increasing number of women are entering the labor force, they are often overcrowding traditional women's fields in nursing or teaching.

Women who want to enter new realms of the economy, a euphemistic way of saying "men's work," are severely handicapped by doubts as to whether they could be, or even want to be, successful.

Some of the problems which handicap women as they strive to move into nontraditional roles, are lack of training, resistance from family, conflict of values, and geographic immobility.

The most disturbing of these handicaps is that many of them are emotional problems of women, such as lack of motivation, fear of failure, and lack of confidence. What is even more disturbing is that this self-defeating behavior is developed in girls at a young age.

Our research suggests that by kindergarten, girls are beginning to view themselves in terms of sexually stereotyped occupations with limited vocational aspirations. At the other end of the spectrum are bored and frustrated housewives who, once their children are raised and are independent individuals, are at a loss for meaning in their lives.

Several specific aspects of H.R. 208, the Women's Educational Equity Act of 1973, particularly encourage me as I view the possibility for the Federal Government's assuming a more affirmative stance in revising the educational programs that affect women and upgrading training of professionals in education who work with women.

The comprehensiveness of the bill is one of the strong aspects of the legislation. While the focus of the bill is specific, it can be implemented in many ways. Innovative approaches are possible and indeed encouraged.

In order to improve the inadequate educational programs as they relate to women of all cultural and ethnic groups, a comprehensive approach that allows all segments of the educational community to try out new ideas is essential. This broad approach must include research as well as demonstration and pilot activities.

While we are beginning to see where specific projects can be effective in improving educational programs for girls and women, there are also critical areas in which more research is needed before moving into program implementation. This is where the Council on Women's Educational programs can be effective in advising the Secretary of HEW on funding priorities.

I am pleased to note the explicit mention of dissemination of an annual independent report of programs and activities under this act by the Council on Women's Educational programs. This section should be strengthened in the legislation and final guidelines.

To benefit from the work of people in women's programs there must be an information dissemination network that allows counselors to use successful aspects of previous programs and learn from the mistakes of these programs. The same holds for research activities.

As counselors we would also like to emphasize the importance of inservice work for counselors, along with other educational professionals. Before counselors, both male and female, can begin to help girls and women learn to break out of sexual stereotypes and make full use of the opportunities open to them, counselors must examine their own sexual stereotypes that may hinder the students and clients they are trying to assist.

I am certain you have heard from other witnesses that the money authorized under this bill, \$15 million for fiscal year 1975, \$25 million for fiscal year 1976, and \$40 million for fiscal year 1977, is not enough to accomplish the many tasks that remain to be done in improving educational programs for women.

While I cannot disagree with this position, I do feel that our first concern is the passage of this legislation at whatever funding level we are able to effect, because it does seem to me like landmark legislation.

At a time when the administration is calling for a cutback in categorical programs, H.R. 208 can be viewed as broadbased legislation that crosscuts educational activities. Since women represent over half of the population of the United States, a program such as H.R. 208 seems the least that the Government can do to help women reach their potential.

In closing, I would like to quote one of your subcommittee members, Congresswoman Shirley Chisholm, writing on "Sexism and Racism: One Battle to Fight," in the Personnel and Guidance Journal—October 1972:

We must work to create a climate in which it will not be unusual or novel for a black or an Indian or a woman to run for a national office or advance to a high executive position. We must work to create a climate in which Americans are allowed to move up in the system solely on the basis of their intellect, perseverance, and physical ability.

This bill, if passed, will help those of us in counseling and guidance to create the climate Congresswoman Chisholm seeks.

On behalf of the American Personnel and Guidance Association and the National Vocational Guidance Association, I express my appreciation for the opportunity of testifying before you today. Both Dr. Lewis and I would be happy to answer any questions you may have.

Mrs. CHISHOLM [presiding]. Thank you very much. I have questions to ask of both of you.

First, Dr. Lewis, in view of the fact that there will be limited funding in the bill for some of the things that we desire to see carried out in this act, would you feel that perhaps we should give some kind of stress to the institutions themselves in terms of reversing their entire guidance programs?

I mention that because so often in speaking with young people they indicate there is still this kind of built-in bias on the part of many of the counselors, not because the counselors are themselves that biased, but because they are victims of an educational system that has prepared them to handle counseling problems in this way.

Since you represent the American Personnel and Guidance Association, I was wondering whether or not guidance counselors have expressed the need for reevaluation and restructuring of guidance counseling courses in universities.

Dr. LEWIS. We have somewhat the problems as counselors that I believe Miss McDonald testified to earlier, of getting to the curriculum developers who really control the policies. We are constantly working through our committee structures and our divisions in this matter of defining the role of the counselor in the school.

You know some of the problems there. We work on the role definitions; but we also have a commission on the preparation of counselors under our division that is concerned with counselor education, trying to define and redefine the education needed by counselors. We are working on that.

It is a slow process. Our work force is basically volunteers who are busy earning a livelihood in their own life. It is a slow process.

It is needed. Your suggestion that there is need for revision is very definitely correct.

Mrs. CHISHOLM. Dr. House, I would like to put this question to you:

I have been saying that as I have been listening to this testimony for the past 2 days, there are additional concerns that arise in my mind as I hear different individuals testify. I am wondering what it is that we can do, if we can do anything legislatively, to create the atmosphere that would help me, husbands, fathers, to understand what it is when we talk about the individuality or humanity of a woman who, after having raised her children, desires to go back into the field of work.

Again I constantly worry about having the legislation passed into law, but then not being able to create the attitudes or atmosphere that is going to make the legislation effective. We have lots of laws on the books in this country, but so often the laws are only on the books—so what?

Can you give any suggestions as to how we are going to help men in the society?

Dr. HOUSE. It is a question I have had myself, and I struggled with it myself for a long period of time. I feel lucky that I did not have that particular problem myself. Perhaps if I had had it, I would be able to come up with a better answer for you.

However, it did come up a good deal at this workshop. We had both male and female participants and speakers. This was one of the questions that did come up.

The best answer that I seemed to hear that came out of all of our work groups is that every single body involved in the counseling of women and girls has to tackle this aspect of the problem. No one group alone can do it. We all have to work on it.

There are beginning to be evidences that girls whose mothers work form a very positive feeling about women working, so this may slowly take over so the girls will have this attitude and they will just come into marriage with it.

Of course, continuing education does do an awful lot to support women's feeling of inadequacy. We are concerned, too that they just won't go out and try.

Mrs. CHISHOLM. I daresay many of them don't go out and try because of the prescribed roles society has placed on women.

Dr. HOUSE. I am hoping that one of my Commission members for the next 2 years will take on as a project to study underemployed women. We do not know enough about them.

Mrs. CHISHOLM. Is there any kind of special orientation or education going on among the guidance counselors with respect to reversal of counseling to minority persons who for a long time were shunted in certain directions?

Dr. HOUSE. I don't know if I can answer that because I am not presently working either as a counselor, which I have been, or as a counselor-educator. Of course, in working where we have such a large nonwhite population, we take all this for granted in good part as a matter of our work.

I wish I could answer that, but I am afraid I can't.

Dr. LEWIS. There has been heavy commitment and development in this level at the collegiate level; the establishment of special offices for minority concerns designed and managed by minorities. The women's element, even that to my knowledge has not had great stress at this time, the exception being at some of the undergraduate and graduate organization levels we found specialized attention occurring to the needs of women. It has not been as pronounced for minorities at elementary and secondary levels.

Mrs. MINN [presiding]. The whole problem of counseling, I think, is one that requires a great deal of concern and attention. The many people with whom I have discussed this legislation very often single out the counseling profession as the one area which more than any other separated from the actual classroom experience contributes more to the perpetuation of stereotype roles for men and women.

I would appreciate your comments with respect to this general view that most people have who work in this field who place this burden on the shoulders of counselors and guidance personnel.

Do you agree with that general observation, or do you take issue with it?

Dr. LEWIS. May I get very angry? I hear this charge so frequently, and it angers me. So let me relieve myself a bit on that point, if I may.

The counseling ratio in America is 1 to 450 in secondary schools. That is a terrible burden. The roles and directions of counselors' efforts are controlled by administrative staff and board of education.

We take responsibility for some of our failures in these areas. We seek your help in improving our lot. The elementary school, where we know quite a bit of sex stereotyping occurs, only 25 percent of elementary kids have a counselor.

We find some of the better developments in counseling to be with teams of teachers.

At collegiate level, it is 1 to 1,500, professional counselors available for student use.

We want to help. We are the kind of people who come into this business. We are committed. But we cannot assume all the responsibility for the direction of lives. We are pushed aggressively by professional societies: "Why can't we get more young people moving in our direction to become trained in our area? Will you help us with declining enrollments in foreign languages?"

We say the young people have to decide their own lives. We have to provide information and assistance.

We don't plead guilty. We don't defend bad practice. We have a committee on ethics. Excuse my emotionalism, but I feel strongly.

Dr. HOUSE. I feel we made a lot of progress within the last 5 years. I would say that, within the last 5 years, the type of article that we are even printing in our journals has very much changed. I feel as though your charges would be much more able to have been supported than they are at present.

Obviously, Bill Bingham and I did have this same question or we would not have bothered to start this research. And we would not have done it if it were already available. We were encouraged from what we found in the young women counselors. They were well informed, and they had very positive attitudes toward women working, but it was in the difference between men and women counselors that did strike us in some aspects of this work.

Mrs. MINK. In the training and education and professional experience which is required for one to become a guidance counselor, is it the general practice now for the universities to require courses in the specific area of sex roles and sex stereotypes and subjects of that nature so that when they do obtain their degrees, they are sensitized to this problem?

Dr. HOUSE. I can only speak for Rutgers University. Perhaps Dr. Lewis can speak from a broader basis. But it is included in our counselor preparation.

Mrs. MINK. How many individual subjects, or is it integrated generally throughout?

Dr. HOUSE. It goes through coursework. -

Mrs. MINK. One particular course?

Dr. HOUSE. No, the various courses. And I am sure this is in part because Dr. Bingham is interested in this aspect and he is director of programs.

Mrs. MINK. Could you comment on that, Dr. Lewis, generally, in terms of your experience?

Dr. LEWIS. I cannot get into that effectively. I would prefer not to answer rather than run the risk of providing misinformation. I suspect it is not moving as rapidly as would be preferred.

Mrs. MINK. In your view, in dealing with the membership of your respective organizations, since you feel that, as you have stated, Dr. Lewis, that the counselors have been put upon as having to shoulder the effects of sex roles which have been inculcated since early education; where do you place the burden? What particular area of education, or is it just all pervasive throughout the system?

Can you say that it is the textbook or is it the teacher? Where is the real root of our problem?

Dr. LEWIS. I cannot pinpoint it on any of those things. I believe the textbooks contribute greatly to this. I think the attitudes are a major part of it. I am not as optimistic as some of the testifiers this morning on changing attitudes.

The research on conversion of attitudes does not say that is an easy task. I think attitudes are a strong part of this. I think parental influence is an important part.

If I may personalize, I said to Topsy coming in today that I was in the ninth grade before I had a male teacher. My own development—there was a period in our history when we went in the other direction. When I decided to leave engineering to become an educator, my father was a railroad engineer, and he took a sad view of my going into that feminine profession.

These attitudes are pretty complex. In the school, I think it is curriculum, built-in attitudes on the part of educators and counselors themselves and previous experience of those being educated.

It will be a massive effort. The bill is starting in the right direction, but it has a long way to go.

Mrs. MINK. Thank you very much.

Both of you have been very helpful in the testimony you have presented, and I thank you very much for participating this morning.

Dr. LEWIS. Thank you.

Mrs. MINK. Our last witness is Jennifer Ryan, representing National Student Lobby.

We have your statement which will be inserted in full in the record, together with the tables which you have supplied the committee.

If you will, proceed in any manner you wish.

[The prepared statement and tables follow:]

STATEMENT OF JENNIFER RYAN, REPRESENTING THE NATIONAL STUDENT LOBBY

My name is Jennifer Ryan. I am here today representing the National Student Lobby. NSL is composed of colleges and universities around the country. We represent over 1.5 million students. I thank you for the opportunity to appear before this Subcommittee.

The National Student Lobby strongly supports Representative Mink's Women's Educational Equity Act (HR 208). We believe it has the potential to cause great strides to be taken towards an equitable society where women as well as men can fully participate in every institution.

In the last weeks I have carefully studied a number of programs both on and off campuses whose purpose is to improve the position of American women and girls. My findings revealed that although the quantity of such programs is frightfully low some very unusual innovative and productive programs have

been developed. I feel that with these programs already in existence as models, HR 208 should be used to increase their number and expand their scope.

I will take this time to elaborate on programs which could be covered by HR 208 and ways in which the bill could effectively work to remedy and eliminate sex based inequality. I make this presentation as a student myself and in the attempt to present the student perspective.

Over the last three years, a phenomenon known most commonly as women's or female studies has appeared on many college and university campuses. Female studies programs have included courses of a wide variety. Some are general or interdisciplinary in nature, such as "History and Social Life of Women" (Susan Kleinberg--History, Univ. of Pittsburgh), and "Women and Applied Ecology" (Susan Grant--Continuing Education, University of Massachusetts, Amherst). Other are more specific and very academic ranging from "Women as the Subject and Object in English and American Literature" (Frances Barasch--English, CUNY, Baruch College) to "Linguistic Behavior of Male and Female" (Mary Ray Retchie--English, University of California at Irvine).¹ In all cases these courses have examined topics about women, which, in the past have not merited academic attention.

By the end of the academic year 1972-73, over 900 women's studies courses had been created on college campuses. However, despite the mushrooming speed of development, the women's studies courses are still in the infant stages. Few campuses have any female studies coordination. Rather, a hodge podge of courses often changing from term to term may be found.² College administrations and departments have been skeptical of women's studies courses. Staff available for female studies has been mainly of graduate students and junior faculty.³ Funds, on the rare occasions when they have been available, have been inadequate.

Fewer than two dozen campuses (out of 2,500 colleges and universities in the U.S.) have developed women's studies programs, a program being any coordination of effort which calls itself such. Most commonly these programs where they do exist consist of people in various departments who come together and attempt to attain some official recognition. Upon receipt of campus sanction, they proceed to expand the program in various ways, for example by creating new courses, establishing women's centers, developing academic women's studies majors and minors, setting up graduate programs in women's studies. In a few isolated cases programs have received faculty position specifically for women's studies.⁴

However, far more common is the situation described to me in a letter from Marian Swoboda, Assistant to the President for Affirmative Action for Women at the University of Wisconsin. She says, "I surely wish we had a well developed women's studies program in the University of Wisconsin System but the truth is we do not." (See Appendix A.)

Although the way has been difficult, both women's studies programs and courses, once they have gotten underway, have enjoyed an impressive success. Many touch on non-traditional subjects which do much to enliven departmental offering. Some have drawn students in the hundreds. Most people come away from women's studies courses with a feeling of raised-consciousness of the problems faced by both women and men as a result of a sex-ruled society.

Clearly such courses and programs could make an overwhelming impact in the move to understand and remedy sexual inequity.

If the situation at colleges is bad, the pre-college situation is terrible. Almost no women's studies courses exist on elementary and secondary campuses. Although as a rule, most elementary and secondary schools teach studies of a general nature, increasingly schools are including more specific college-type courses, particularly on the high school level. Courses such as "Women in American History" and "Women in Literature" are wholly appropriate. Where they have been instituted they have been met with the enthusiasm of faculty, parents and students. Even on the elementary level, units with emphasis on the female should be developed on a massive scale. Under HR 208, funds would be available to programs as well as to educational institutions to initiate and develop women's studies curriculum.

¹ Florence Howe and Carol Ahlum, *Female Studies III*, Modern Language Association, Commission on the Status of Women.

² Florence Howe and Carol Ahlum, "Women's Studies and Social Change," *Academic Women on the Move*, SUNY, Old Westbury, 1972, p. 1-3.

³ *Ibid.*, p. 18.

⁴ *Ibid.*, pp. 39-41.

Even more important than development of women's studies courses is the task of revising curricula to eliminate the sex-role tracking which begins before children start kindergarten. All materials in the educational system should be reviewed to determine what sex bias appears, if any, and then revised or eliminated where sex bias exists. A study of texts used in colleges by Earl Robert Schmidt and Dolores Barracano Schmidt made me aware of the appalling underrepresentation of females in textbooks. I have reproduced the study here (see Appendix B). The survey of the twenty-seven leading textbooks which account for 99% of the total market of texts used in college American History survey courses tabulated all references to women, comparing them to the total number of pages and the number of illustrations of women comparing them to the total number of illustration. This survey also noted references to three prominent American women, one in each century, Anne Hutchinson, Harriet Beecher Stowe and Eleanor Roosevelt. The results were incredible. Only seven texts made reference to all three of these women and in only three instances (of a possible 81) was as much as a page written about any of them. The range of the proportion of pages referring to women ran from .05% to 2.0% of the total number of pages; illustrations ranged from 0% to 6%.⁵ In all probability the situation in other educational materials is equally disgraceful.

Since all children by the time they reach school age have had sex roles instilled in their minds, remedial programs are necessary on every level. Special programs should be developed to give children the chance to learn skills commonly typed as male or female. A teacher in one pre-school noticed that the girls were excluded and made fun of by the boys whenever they attempted to work at the carpentry table. This embarrassed the girls both because of the boys mocking and because of their lack of skill with the tools. The teacher decided to set up male and female periods at the table. Within a few months the girls gained skill, the boys ceased their mocking and all the children worked together.⁶ By training teachers to be sensitive to areas of sex discrimination in the classroom as this one teacher was, and by providing ways to counteract such discrimination, one could eliminate many children's sex-stereotype ideas.

Non-sexist counseling should play an important role in our school systems. Strong influences are necessary to counter the early sexist influences. Programs which present to children the numerous possibilities for them without distinguishing roles of male and female could help effect this. By contrast, improper and inadequate counseling can severely limit the options open to an individual. For example, in a study conducted of freshmen students at the University of California at Berkeley, it was discovered that females had taken substantially less high school mathematics than males. (See Appendix C.) At the University of California, without a fourth year of high school math, it is impossible to enter engineering, computer science, economics, business, mathematics or any of the sciences. Only 8% of the females graduated high school with four years of math compared to 57% of the males.⁷ Thus, females are effectively excluded from many fields before they enter the University.

Another important area which could be covered by HR 208's program is that of continuing education. Life-long education must be to be recognized as an integral part of the university's role. Continuing education programs attract many mature women and have provided experiences ranging from leisure skills such as pottery making to the reeducation of professionals. Unfortunately, women interested in continuing their education have only limited options. As was noted in the Report of the Women's Action Program of HEW, "returning women are shunted into underdeveloped continuing education programs, which are extraneous extensions of the sponsoring institution, and granted degrees of lower prestige. Minimal effort is made to provide recruiting and counseling services for women to discuss careers, to define their goals and to learn how to utilize the institutions' resources most effectively for their purposes."⁸ Mature women have little knowledge of the fellowships and internships available. Of the 480 Fulbright-Hays grantees in 1971-2 only 29 were women. Of the 136 White House fellows to date only 11 have been women. Much of this low female representation

⁵ Earl Robert Schmidt and Dolores Barranco Schmidt, "An Analysis, Quantitative and Qualitative, of Twenty-seven Textbooks Designed for College Survey Courses in American History." in *American Women and American Studies*, by Betty E. Chmaj, pp. 240-243.

⁶ "Women's Studies Newsletter" No. 2 Winter 1972, p. 5.

⁷ Lucy Sells, "Pilot Test of Sex Differences in High School Mathematics Preparation." (Appendix C.)

⁸ "Report of Women's Action Program," HEW, January 1972, pp. 65-66.

is due to the low number of female applications,⁹ a result of the inadequate, inappropriate or lack of counseling.

Special training and counseling centers could be established to make women aware of these and other educational opportunities. Such centers could provide counseling in other areas as well. Actually the list of services such women's centers could provide is endless. In the Bay Area of California a women's general health collective is operating. Although some of their services extend well beyond the confines of this bill, they do provide services which are educational in nature. Non-profit creative publications could give people valuable experience in many areas. Management and leadership trainee courses could be offered, as could intern placement services.

Clearly, if enacted, the Women's Educational Equality Act would benefit large numbers of Americans in valuable and diverse ways.

Before closing, I would like to make several specific recommendations to the subcommittee:

1. Increase the level of funding of the program.
2. In this or in a separate bill, delegate to the Office of Education the task of reviewing all texts used by federally funded institutions, and require that within three years of passage of the act that all discriminatory books be removed from use as texts.
3. Include a sense of Congress provision encouraging all educational institutions to review all their educational materials and to phase out all discriminatory materials within three years. Provide federal funds for such review.
4. Specify that both youth and students should be represented in several seats on the Commission established by the Act.
5. Change the clause of H.R. 208 which places Commission chairman appointment with the President to appointment by the committee members.

I thank you, Chairman Hawkins, for the opportunity to have been here today and welcome any questions the Members may wish to ask.

APPENDIX A

UNIVERSITY OF WISCONSIN SYSTEM,
Madison, Wis., July 23, 1973.

Ms. JENNIFER RYAN,
National Student Lobby,
Washington, D.C.

DEAR Ms. RYAN: In reply to your letter of July 13 I surely wish we had a well developed women's studies program in the University of Wisconsin System but the truth is we do not. We are well on our way to completing written affirmative action programs in compliance with Revised Order #4 which deals only with employment. We are now only at the stage of trying to define what women's studies consists of, what our objectives are and how best the goals can be accomplished. The Women's Education Equity Act on which you are going to testify I believe would also provide funds for counseling women. We are beginning to get started in this area too. I am not sure what other programs the Act would cover, but possibly grants could be considered for programs to achieve equity for women in competitive sports and provide additional financial aid support. There undoubtedly is a great need for grants to research the problems women encounter in higher education both from the attitudinal and behavioral viewpoints.

I am sorry we do not have any published materials we can send you for your needed research. Good luck in your testimony.

Sincerely,

MARIAN J. SWOBODA,
Assistant to the President for
Affirmative Action for Women.

⁹ Dr. Ruth Olman, "Selected List of Professional Training Programs and Internships," American Association of University Women, November 1972.

APPENDIX B
WOMEN IN U.S. HISTORY TEXTBOOKS

| Title, author(s), and publisher | Pages on women/ total pages | Illustrations on women/ total illustrations | Anne Hutchinson | Harriet Beecher Stowe | Eleanor Roosevelt |
|---|--------------------------------|--|--------------------|-----------------------------|----------------------|
| Survey of Am Hist, Baldwin-Kelley, American Book Co. | 1/2/515 | 0 | 0..... | Mention..... | 0. |
| American Civ, Boyd, Worcester, Allyn & Bacon. | 2/787 | 0 | Mention..... | 0..... | 0. |
| Empire for Lib, Malone, Rauch, Appleton, Century. | 9/2, 290 | 0 | 1/2 p..... | Mention..... | 2 sentences. |
| Am Pol & Soc Hist, Faulkner, Appleton, Century. | 5/1, 100 | 0/42 | Sentence..... | 0..... | 0. |
| Basic Hist of US, C. & M. Beard, Doubleday, Doran. | 9/504 | 0 | Mention..... | Paragraph.... | 0. |
| The Am Pageant, Bailey, Heath..... | 3/1, 047 | 2/265 | Paragraph.... | 3 sentences... | 0. |
| American Profile, Bordon et al, D.C. Heath.. | 1/2/372 | 0 | 0..... | 2 sentences... | Mention. |
| New Hist of US, Miller, Dell-Laurel..... | 1/2/526 | 0 | 2 sentences... | Sentence..... | 0. |
| The Nat'l Exp. Blum et al, Harcourt, Brace. | 2/908 | 2/210 | 1/2 p..... | Paragraph.... | Picture. |
| The Am Nation, Garraty, Harper, Row..... | 2/976 | 1/300 | Paragraph.... | Page..... | Sentence. |
| America—A Hist, Handlin, Holt, Rinehart... | 10/1, 098 | 11/337 |do..... | 2 sentences... | 0. |
| Hist of Am Democ, Hicks et al, Houghton Mifflin. | 3/915 | 2/197 |do..... | Paragraph.... | Mention. |
| Hist of US, Williams, Current; Alfred Knopf.. | 9/1, 688 | 10/414 |do..... | 2 par..... | Do. |
| USA—A Hist, Parks, Alfred Knopf..... | 3/831 | 0/22 |do..... | 2 sentences... | 0. |
| Hist of Am People, Carmen et al, Alfred Knopf. | 4/1, 658 | 1/265 | 1/2 par..... |do..... | 0. |
| Out of the Past, Gawrenski, Glencoe Press... | 1/4/430 | 0 | 2 sentences... | 0..... | 0. |
| The USA, Perkins, Van Deusen, MacMillan... | 6/1, 711 | 5/215 | 0..... | Page..... | 0. |
| Hist of the US, Graebner et al, McGraw..... | 8/1, 405 | 33/504 | Paragraph.... | Paragraph.... | Sentence. |
| Soc & Thought, Wish, McKay..... | 19/1, 256 | 7/112 | 1/2 p..... | Page..... | 0. |
| Hist of Am People, Morrison, Oxford..... | 6/1, 830 | 4/76 | 0..... | 0..... | Sentence. |
| Birth & Growth of US, Nye, Moepurge; Pelican. | 4/766 | 0 | 0..... | Sentence.... | 0. |
| Am Republic, Hofstadter et al, Prentice-Hall. | 9/1, 445 | 4/314 | 1/2 par..... | Mention..... | Sentence. |
| Synopsis of Am Hist, Sellers, Rand McNally. | 1/4/448 | 0 | 0..... |do..... | 0. |
| USA—Hist of Nations, Greenleaf, Morris; Rand McNally. | 11/1, 949 | 15/255 | Page..... | 2 par..... | Paragraph. |
| Democ Exp, Wright et al, Scott, Foresman... | 2/536 | 9/139 | 0..... | 2 sentences... | 0. |
| Living America, Lumian, Van Nostrand..... | 4/538 | 5/183 | 0..... | 1/2 p..... | Paragraph. |
| Stream of Am Hist, Baldwin, Van Nostrand... | 2/397 | 2/162 | 0..... | Paragraph.... | 2 sentences. |

APPENDIX C

PILOT TEST OF SEX DIFFERENCES IN HIGH SCHOOL MATHEMATICS PREPARATION

This pilot study was conducted to test the investigator's long standing contention that inadequate preparation in mathematics presents a serious constraint in choice of undergraduate major in college. It was hypothesized that girls applying for admission at Berkeley would be less likely to have taken advanced mathematics than boys.

A systematic random sample of names was drawn from the applicants for admission as Freshmen at Berkeley for the Fall of 1972. The folders were pulled from the files, and coded by sex and number of years of high school mathematics taken by the applicant. Some students take only the minimum entrance requirement of two years, some take three years, and some take four years. The distribution is presented below:

YEARS OF HIGH SCHOOL MATH BY SEX, 1972—BERKELEY APPLICANTS FOR ADMISSION AS FRESHMEN

[In percent]

| Mathematics | Boys | Girls | Total |
|-------------|------|-------|-------|
| 2 yrs..... | 7 | 36 | 21 |
| 3 yrs..... | 36 | 56 | 46 |
| 4 yrs..... | 57 | 8 | 33 |
| Total..... | 100 | 100 | 100 |
| Number..... | 42 | 39 | 81 |

Source: Berkeley Admissions Office.

The difference of forty-nine percentage points between boys and girls among those who took four years of mathematics is striking, and statistically significant at the .001 level. $\chi^2=19.942$ with two degrees of freedom.

STATEMENT OF JENNIFER RYAN, REPRESENTING THE NATIONAL STUDENT LOBBY, WASHINGTON, D.C.

Ms. RYAN. I think I will just summarize the major points.

I am here today representing the National Student Lobby. The Student Lobby is a federation of student governments, State student organizations, as well as students around the country. Student Lobby represents 1.5 million students.

NSL has taken a strong position supporting the Women's Educational Equity Act. We believe it has potential to cause great strides to be taken toward an equitable society where women as well as men can fully participate in every institution.

In recent weeks I have studied many programs on campuses as well as off campuses which have the purpose of improving the lot of American women and girls. Although there are only very few programs actually in existence, some of the programs have developed very unusual and innovative programs.

I feel these can be used as models for some of the things that H.R. 208 intends to do, and that by increasing the number of programs and expanding the scope of those already in existence we can take great strides in eliminating some of the sex discrimination that exists.

I would like to focus on four areas. These are: female studies, textbooks and educational materials, continuing education and counseling. I hope I can present the student perspective on some of these areas.

Over the last few years, I think most people know that there has been a phenomenon occurring on campuses known as women's or female studies programs. The programs have a wide variety. Some are general or interdisciplinary; others are very specific.

For example, there are general courses such as "Women in Sociology" or "Women in Society," but specific courses like, at the University of California, a course called "Linguistic Behavior of Male and Female."

By the end of the last academic year, over 900 courses on women's studies have been created on college campuses.

Two dozen approximately cohesive programs have been developed, a program being any kind of coordinated effort among the various courses.

Although these programs and courses only represent a start, they have enjoyed impressive success where they have been developed. They have touched on non-traditional subjects; some have drawn students in the hundreds. Most people who have taken women's studies courses come away with a feeling of raised consciousness to the problems faced by both women and men as a result of a sex-ruled society.

Clearly these types of courses can offer people the opportunity to overcome sex biases. They are almost non-existent, however, on elementary and secondary campuses.

In recent years elementary and secondary schools have moved away from the trends of former years of offering only general-type courses and have come to offer more specific college-type courses. Therefore,

I feel it is wholly appropriate that high schools institute courses such as "History of American Women" or "Women in Literature," courses like that.

I think even on the elementary level units with emphasis placed on females should be instituted on a massive scale.

Second, I think revising of curricula is one of the vital priorities. I feel that all educational material should be reviewed for sex bias.

A number of people have dealt in great depth with the subject of textbooks, and I also have come upon an interesting study which has appalling consequences. A recent study was made by two students in California, graduate students at California State College, on women in American history textbooks, a survey of courses used in colleges across the country. These texts, 27 of them, represent 99 percent of the total text market for the American history survey courses. The results were incredible.

They tabulated the number of references to women and the ranges ran from 0.05 percent of the pages making reference to women to 2 percent of the pages making references to women.

I think probably in other educational materials, certainly other textbooks, the situation is equally as bad. Therefore, it is vital that this be a priority area in reviewing textbooks and other educational materials.

Third, I am concerned with establishing nonsexist counseling throughout all educational institutions in this country, beginning from earliest levels. There is a tremendous lack of counseling on the elementary level, and given the sexist nature of the society, it is vital that children recognize the multiplicity of options open to them at a very early age. Improper and inadequate counseling limits the options open to an individual.

At the University of California at Berkeley, it was discovered that a very small ratio of females have the fourth year of high school mathematics when they enter the university. They have taken substantially less mathematics than males. Only 8 percent of the females have taken 4 years of mathematics compared to 57 percent of the males.

At the University of California without a fourth year of high school mathematics it is impossible to enter engineering, computer science, economics, business, mathematics, or any of the sciences. Therefore, 92 percent of the females are effectively excluded from these fields before they even enter the university.

The fourth area I am concerned with is the continuing education. Lifelong education must be seen as an integral part of the university's role. Continuing education programs are increasingly attracting mature women and providing them with experiences ranging from courses in leisure skills such as pottery-making to very elaborate re-education courses to train professionals.

These continuing education courses can open new possibilities to older women who have previously been directed into very limited roles in our society. This gives them new options.

A problem related here is giving these women, these mature women, the opportunity to be aware of the internship programs, fellowship programs, grant programs available to them. People who have been out of school really have no way of knowing where these programs exist.

Testimony to that fact is the low number of females that receive some of the Federal grants. Of the 480 Fulbright-Hays grantees in 1971-72, only 29 were women. This may be due to a number of factors, but one of the factors is the low number of applications from women, which is the result of the fact that women are not aware of the options open to them in this area.

So I would recommend that special training and counseling centers could be opened for women specifically in the areas of education. Certainly such centers could provide many additional services to women and to all people in society.

Clearly, the Women's Educational Equity Act can provide to many people in all facets of society diverse and valuable experiences. Therefore, I would recommend strongly that the committee report this bill to the full committee and then out to the floor.

I have several further recommendations.

One is that the level of funding of the program be increased.

Secondly, I would like to see either in the bill or perhaps in a separate bill the duty of reviewing all books used in all federally funded institutions reviewed on a national basis—I think that could be done through the Office of Education, perhaps a commission or special office set up for that purpose—and make a specific recommendation or requirement that within 3 years of passage of the act, all discriminatory books be removed from use in the educational system.

Obviously that would mean that numerous supplementary materials would have to be developed for interim use. You cannot take all the books out of the educational system.

Thirdly, I recommend a sense-of-Congress clause included in the bill encouraging all educational institutions to review all educational material that they use and to phase out discriminatory materials on the local level; and provide such Federal funds for programs for school districts to use to do that review.

Also I would like to recommend that on the Commission established by the act there be seats specified to be held by students and youth. I think it is something that often happens in commissions that are established—and a commission of this nature certainly deals definitely with students and youth—that students and youth are the ones that are not ever included at all. And as a student and a representative of the National Student Lobby, I would like to make that recommendation.

Fifth, something that has come up in questions that have been asked is how the selection of the chairperson of the committee should take place. I would like to recommend that the chairperson be selected by the committee, appointed or elected after the committee is established, perhaps a one-month date could be set.

Thank you for the opportunity to testify, and I would be willing to answer any questions you might have.

Mrs. MINK. Thank you very much. Your testimony has been most illuminating. I can already envision a bill called The National Discriminatory Materials Replacement Act providing funds for any school system upon finding discriminatory textbooks could replace them by applying for Federal funds for such replacement. That is an excellent suggestion.

I wondered if you could tell us, within your peer group, within the student groups that you deal with, whether you find among them victims or captives or however you want to describe them, of sex stereotypes.

Ms. RYAN. Absolutely. I don't really think that my peer group is any freer of sex stereotypes than any other group. Perhaps slightly, because in university environment there is great exchange of ideas, so people are forced to be aware of it and it is something that is brought to the surface every day.

Mrs. MINK. To what degree are men participating in these women's studies programs that you describe?

Ms. RYAN. They certainly do not represent a majority of the class. In most universities males are in the majority of the overall university registration. They range in some schools from no participation whatever to very large participation.

One course I attended last winter was a course on Women and Prostitution, and I would say probably one-third of the class was male. I am not going to say whether that is because of the subject matter.

Mrs. MINK. It was probably subject stereotype.

Mrs. CHISHOLM. I do a great deal of traveling to college campuses over this country and many of the women on these campuses are not participating in many of the women's studies courses. In talking with them, I happen to believe that they feel so innately inferior because of what society has done to them that they do not even recognize how important it is for them to get into these courses which would help them in terms of their overall development.

But I want to be the devil's advocate for the moment. I want to say that in looking over the entire range of courses pertaining to women's studies in all kinds of universities in this country, I can see why they would not want to register in some of these courses. I feel that many of the courses do not include some kind of preliminary orientation for women who have been so insecure, who have been so uptight about many things in this society that they won't even go into these broadened courses.

I was wondering if on the college campuses something could be done to have some kind of effect on those who are implementing the courses.

Ms. RYAN. One problem I see very obviously is no one feels they are sexist. No one feels they themselves have the problem of sex stereotyping or have been subjected to sex role tracking. Even for the most part I think people that do get enthusiastically involved especially in a number of these courses, are the people that need them the least.

— I think probably one real possibility is integrating women's studies into all courses in all facets of the educational system; having these kinds of things integrated into textbooks that are used in regular courses, like standard American history courses, for example—approaching it that way rather than trying to move people who do not want to get into women's studies courses into them, or trying to somehow hit people who are not willing to be hit.

Mrs. CHISHOLM. It is very interesting to me—one has to say sometimes that women are their own worst enemies. I have noticed on several campuses that I have gone to—and this was a shock to me—that many more men enrolled in some of these courses than women. I think

it is precisely because of what society has done to women. So this is why I am very much interested in seeing how we integrate, how we begin to get women to develop the confidence that they need so desperately: how do we get them to feel more secure?

I just wonder what needs to be done until we can integrate women's studies into the various aspects of the curriculum. Maybe we need to have some kind of preliminary courses that will help them to get to that step.

Ms. RYAN. You are thinking in terms of the high school level of courses that would be standard, mandatory courses?

Mrs. CHISHOLM. Yes.

Ms. RYAN. I think that has real merit. It is clear everybody by the time they reach high school level has been sex stereotyped, and I see no reason why things like that could not be instituted, particularly on the high school level where institution of a new course is not too much of a big deal.

Mrs. MINN. Thank you very much. We appreciate your testimony and thank you very much for participating.

This concludes the hearing of the subcommittee.

(Whereupon, at 12:30 p.m., the subcommittee recessed, to reconvene at the call of the Chair.)

[The following documents were submitted for the record:]

STATEMENT OF TERRY HERNDON, EXECUTIVE SECRETARY OF THE
NATIONAL EDUCATION ASSOCIATION

The National Education Association is pleased to present this statement in support of the principles contained in H.R. 208, the Women's Educational Equity Act of 1973.

H.R. 208 provides a declaration of many of the inequities which have been present in the education of women and girls in the United States. It recognizes realistically that sex discrimination has indeed existed but recognizes also that now, in a time of increased awareness of women's capabilities, aspirations, and prerogatives as human beings, at least some of the continuing discrimination can be attributed to simple—and correctable—ignorance rather than to deliberate bad faith.

More important, though, than the acknowledgement of past ills and of current progress is H.R. 208's attempt to provide simple, workable procedures to alleviate many of the problems which confront those people, both women and men, who are trying in their own lives and careers to end sex discrimination. The bill provides mechanisms and resources designed to solve problems early in the otherwise-lengthy legal processes. Hopefully such mechanisms could lessen the antagonism between parties which can so often occur when legal actions are long, drawn out, and abrasive.

H.R. 208 can assist educational institutions in developing programs to eradicate discrimination in school practices and policies and in making all concerned aware of subtle forms of discrimination. It will significantly help those school governing bodies which genuinely desire to provide equality of educational opportunity for women and girls, particularly since it provides some additional financial assistance to develop anti-discrimination programs without cutting into the regular school budget. It will also provide a remedy which challenging individuals or groups can suggest to help eliminate discriminatory practices and policies perpetuated by those school governing bodies which are unwilling to begin developing programs without legal prodding.

The Council on Women's Educational Programs will provide assistance in coordinating national efforts to eliminate discrimination and assure consistency of effort on a national basis. Its dissemination of reports on programs developed under the Act can assist others in instituting tested programs and will serve to eliminate duplication of effort.

There is no question that education associations, women's organizations, and individual women will be increasingly pressuring educational institutions for

change. Many of these groups are already challenging educational programs. As they become more and more aware of the legal tools to fight discrimination, more and more challenges will result. H.R. 208 will do much to eliminate the agony of disputes over whether or not a program can or will be developed under the regular school budget. It will also assist women's groups, education associations, and school administrations to institute programs, and will make available advice on program design and implementation. There is little question that the program and policy changes will be instituted, and H.R. 208 will be of great value in implementing change with a minimum of antagonism.

NEA policy, reaffirmed at our annual convention just last month in Portland, Oregon, calls for a guarantee that women teachers will have equal opportunity for advancement to administrative positions. Clearly this means more than the trite phrase, 'equal pay for equal work.' Clearly also, such truly equal advancement opportunities would be in the best interests of not just the individual woman who is promoted, but of the entire education system by opening up a previously overlooked pool of talent, resources, and commitment. We are pleased to note that H.R. 208 would encourage such opportunity for advancement.

Another goal sought by NEA policy is maternity leave taken at the discretion of the woman teacher and her doctor and taken without loss of job, tenure, status, and so forth—in other words, maternity leave that is administratively treated just like some other prolonged inability such as a broken leg. H.R. 208 clearly would permit such leave policies to be incorporated into teacher contracts.

School programs in sports and physical education have long distinguished between boys and girls. We all know that the money for equipment, transportation, and personnel goes into boys' programs. Often, indeed, the (men) football or baseball coaches are paid for their extracurricular duties—and relieved of lunchroom or busloading supervision—while the (women) golf, tennis, and swimming coaches must donate their time and fight the administration for the money needed for incidental expenses. We feel that H.R. 208 would do a great deal to dispel the atmosphere which has historically made this true, and could result in increased attention being paid—and resources being allocated—to girls' sports.

Women clearly have many legal tools to fight discriminatory programs and policies under the 14th Amendment to the U.S. Constitution, Title VII of the Civil Rights Act of 1964, Title IX of the Education Amendments of 1972, the Equal Pay Act of 1963, and the Executive Orders which require affirmative action programs by government contractors. All of these provide a means of recourse for past discriminatory practices. H.R. 208 will, of course, supplement existing legislation and orders. But H.R. 208 has a more positive value—it encourages and funds efforts to end discrimination before instances of discrimination become entangled in complicated legal proceedings.

We do not view H.R. 208 as a panacea. However, we do see it as a good first step which may begin to really equalize opportunities for boys and girls, men and women. We commend its sponsor, and stand ready to do whatever possible to ensure its adoption.

CONNECTICUT EDUCATION ASSOCIATION.

Hartford, Conn., July 23, 1973.

Hon. AUGUSTUS F. HAWKINS,

Chairman, Sub-Committee on Equal Opportunity, House Education and Labor Committee, House of Representatives, Washington, D.C.

DEAR MR. HAWKINS: On behalf of HR 208, Women's Education Equity Act, I would like to submit the enclosed testimony. The statement is a draft of an article to be released in the October 1973 issue of *Phi Delta Kappan*. Also enclosed is a copy of the booklet *51% Minority*, which I edited from the proceedings of a conference on the status of women in education held by our association last year. Publication of the booklet was made possible by a grant from the Office of Education, HEW. Proceedings from a second conference held in May of 1973 will be published next fall.

One of the recent accomplishments of the women in Connecticut has been the establishment of a Status of Women Commission. Signed into law on June 18, 1973 by Governor Thomas J. Meskill, the commission will have 17 members, each of whom will have subpoena powers and responsibility to manage a \$35,000 annual budget. We are hopeful of making some strong recommendations and changes to improve the status of women in education as well as other areas.

In February of 1973 a Status of Women Committee was formed by the Commission of Higher Education to represent each one of the 19 public colleges and universities in Connecticut. The committee is chaired by Gail Shea, former assistant provost of the University of Connecticut. It is significant that her position at the University was recently terminated and a suit charging violations of the first and fourteenth amendment has been filed in the federal district court. Additional legal action is underway with the Equal Employment Opportunity Commission and the Connecticut Human Rights and Opportunities Commission. Much more work on the status of women in higher education in Connecticut remains to be done, as most of the existing discrimination goes deeper and deeper underground.

The status of discrimination in K through 12 education in Connecticut is equally invidious and even more unknown than in higher education. Few Connecticut educators seem to be aware of the meaning and intent of Title IX of the Higher Education Act. The Women's Education Equity Act can go further and be a more compelling reason for causing school systems to end discrimination in curriculum, admissions, sports, extra-curriculum activities, salaries, and job opportunities.

Nonetheless the women of Connecticut are organizing to form Women's Causes, to enact state legislation, and have in fact succeeded in getting the Connecticut Legislature to ratify the Equal Rights Amendment this past February. Prospects for reform are bright, but not immediate. As long as the power structures in education are male dominated changes to provide equal opportunity for women will be gained at a snail's pace.

One final point not made in the attached statement concerns the degree of opportunities being denied women in HEW by the federal government. A May 1973 HEW Federal Women's Program entitled, "Positive Indicators in Employment for Women in HEW," is extremely distorted. The report attempts to make the few numbers of highly paid women compare favorably to other branches of the federal government and the U.S. work force. In fact the raw data indicates just how few women are utilized as anything but support staff. If you are discriminated against, it is not better to be less so in one place than another. Any discrimination is equally wrong. Sitting in the middle of the bus may be as distasteful as the back of the bus. Much more affirmative action is needed within the federal government's own Office of Education.

Many women in Connecticut would welcome the opportunity to provide personal testimony to the variety of sex-discrimination and the denial of equal educational opportunity which exists in Connecticut schools. If the sub-committee conducts additional hearings, I would urge them to hold a hearing in Connecticut. I am sure that either Congressman Ronald Sarasin or Robert Steele would be most happy to assist in making arrangements for such a future hearing in Connecticut.

If the committee has further questions or needs additional evidence I would be most happy to cooperate in any further requests.

SUZANNE S. TAYLOR,
Coordinator of Research.

STATEMENT OF SUZANNE S. TAYLOR, COORDINATOR OF RESEARCH, CONNECTICUT
EDUCATION ASSOCIATION

EDUCATIONAL LEADERSHIP: A MALE DOMAIN?

Although the recent increases in the proportion of men elementary teachers in the lower grades may be healthy, there has not been adequate concern over the sexual imbalance in educational leadership.

One advocate of more women educational leaders suggests that the fault may lie with the women themselves. In fact, Sandford Reitman has produced an etiology of passivity to explain the lack of women leaders. As a remedy he urges women to become less docile and more assertive.¹ Unfortunately, our economic and cultural patterns mitigate against such a solution according to Matina Horner, president of Radcliffe College. She points out that although women are not inherently docile they are conditioned to avoid success.² Horner and many other

¹ Sandford Reitman, "An Evaluation of the Reconstructivist Conception of the School's Capacity to Make Sociocultural Changes" (unpublished doctoral dissertation Case Western University, 1969).

² Matina S. Horner, "A Basic Inconsistency", *Feminine Personality and Conflict* (Edited by Bardwick, Donovan, Horner, and Gutmann) Belmont, California; Brooks Cole Publishing Company, 1970, Chapter 3.

researchers also have presented evidence that women tend to perform significantly higher than men in many academic areas until they reach adolescence.³ Subsequently girls learn that society has other expectations for women and deference is rendered to men. There is no evidence that women are born with passive genes. Perhaps if our society encouraged more individualism and freedom among both men and women, it would permit more women to assert the aggressiveness and independence needed for leadership roles.

The economic sanctions which have inhibited women in the work force are just beginning to be analyzed. A recent article by Sheila Tobias discusses the myth of Rosie the Riveter as a happy retiree explaining how Rosie was forced back into the home by both management and labor unions.⁴ During the depression of the thirties married women were frequently not allowed to teach. Until 1972, pregnant women usually were forced out of teaching. Court action and federal and state legislation are currently being utilized to protect the rights of pregnant women to teach. Even at this writing the Supreme Court has before it a test case on the rights of pregnant women to teach. Two favorable decisions and one unfavorable decision have been rendered by lower courts on this issue. Whatever the explanations the extent of the exclusion of women from educational leadership is enormous. The accompanying chart reveals the declining proportion of women teachers. In secondary schools men teachers outnumber women and when combined with elementary teachers, men constitute 33 percent of the total teaching profession. Yet 97 percent of the secondary principals and more than 99 percent of the superintendents are men. Even though most teachers are women, very few women fill educational leadership positions. In fact the percentage of women elementary principals (21 percent) is actually lower today than it was in past decades. All other educational leadership positions traditionally have been and are held by a majority of men.

The causes for male dominance were inherent in the development of our educational system, as historically women have played a subservient role. When the first schools were established, female teachers were considered fit only to teach young boys. More advanced training would be under the tutelage of males. The 17th century "dame schools" actually excluded girls, for fear that they would learn to write and forge their husbands' signature. Later, girls were permitted to attend school only to fill up unused spaces. Female academies, where girls were trained separately but not equally, finally developed and prospered during the 18th and 19th centuries. After the Civil War, women, who had become the majority in teaching, were displaced as teachers, except in the early grades where they were prevailed upon once more to prepare students for more advanced training under male tutelage.

Today, women are again being displaced in the elementary schools. The proportion of men elementary teachers has increased at the alarming rate of 39 percent during the last decade.⁵ The proportion of women principals has declined from 37 percent in 1960 to 21 percent in 1970. The actual number of women superintendents in the nation has declined from 90 to 84 of the 13,000 in 1972. Moreover, only two state, Montana and Wisconsin, have a woman as state superintendent of instruction in this summer of 1973.

Federal and state departments of education appear to be no exception to this over-whelming pattern of male leadership. Recent USOE statistics show that as of October 30, 1972, no women were among the four persons holding Grade 18 positions in the US Office of Education. Only two of the 13 Grade 17 positions were held by women and only one of the 35 grade 16 positions was held by a woman. The average grade for women was GS 7, for men, GS 14.⁶ At the Connecticut State Department of Education 17 percent of the professional, but 84 percent of the nonprofessional staff, were women as of April 1973. The situation in state departments in Maine, Massachusetts, Pennsylvania, New Hampshire, Maryland, Indiana, Florida, and many other states is similarly depressing according to my sister colleagues from these states. Although in Pennsylvania a proposal to attack sex discrimination in the state schools is being implemented by John C. Pittenger, State Commissioner of Education.

³ Grace M. Burton, "Variations in the Ontogeny of Linear Patterns Among Young Children" (unpublished doctoral dissertation, University of Connecticut, 1973), Chapter 2.

⁴ Sheila Tobias and Lisa Anderson, "Whatever Happened to Rosie the Riveter?" MS. (June 1973) pp. 92-95.

⁵ Research Division, National Education Association, *Estimates of School Statistics*, 1971-72, pp. 12-15.

⁶ United States Office of Education Commissioner's Task Force on the Impact of Office of Education Programs on Women, "A Look at Women in Education: Issues and Answers for HEW."

The discrimination against women in education is reflected in a lack of opportunity to enter the higher paying positions as well as less opportunity to gain advanced training to qualify for higher degrees and thus earn a higher rate of pay. In teacher salary schedules, the rate of pay is determined on experience and training, not by sex. Teachers with the same number of years experience and level of training generally earn the same pay. Nonetheless the average salary of men teachers was \$2,000 higher than for women teachers in 1970-71.⁷ The reasons for this differential are subtle and require more probing.

Census data points up additional disparities in administrative salaries for men and women. The average salary for the 80,000 male school administrators was \$13,625 in 1970. Contrarily the average salary for the 18,000 female administrators was almost \$5,000 less. The Bureau of Census also noted that 37 percent of the men, but only 16 percent of the women, earned more than \$15,000.

Men not only advance further and earn more money than women in education, but they also get ahead faster. In 1971, the average age was 33 for men teachers and 37 for women teachers.⁸ One conclusion drawn by Jacqueline Clement is that women in administration are older and are being replaced by younger men.⁹ Her research indicates that in every age group women outnumber men and have more teaching experience than men. Inasmuch as the natural resource is there, why isn't it tapped? Of course, some women leave teaching for marriage or child care, but Clement's data pose an unanswered question: Why aren't more women becoming leaders?

Two other reasons why not remain to be considered: preparation and preference. A large number of women do receive advanced training. Therefore, lack of formal qualification does not seem to be a factor. A recent study by Women's Equity Action League (WEAL) indicates that more than 20 percent of the doctorates in education have been granted to women. Some 13 percent of these advanced degrees were in educational administration and supervision. Since women earned only 12 percent of all the doctorates, the percent for education was higher than the average percent for all fields. Areas which had a higher proportion of women doctorates than education were Home Economics (76%), Foreign Languages and Literature (29%), Library Science (27%), English and Journalism (24%), and Psychology (20%).

What about preference? Men are preferred to women. My doctoral thesis concerning attitudes towards women as administrators confirms this conclusion. My study showed that all other things being equal, superintendents (male) were not likely to hire women as administrators. Half of the school systems studied did not encourage women to train or apply for administrative positions. Moreover, even though there were no written policies precluding women from administrative appointments and very few school systems acknowledged unwritten policies, women were still not likely to be appointed principals or superintendents. In fact, analysis of the data revealed that the only factor which appeared to have any significance on the hiring process was that of sex. The other variables of age, type of position, length of experience, size of the school district or background did not have any valid correlation to the hiring process.¹⁰

Other research exists, however, which shows that women do indeed make good administrators, in many instances better than men. Apparently this research has been little publicized. The idea that both men and women do not like to work under feminine management is also questionable. Considerable research, including my own, suggests that those who had worked for a woman have the most favorable attitudes toward women administrators. Thus it could be concluded that working for a woman tends to be a positive experience, making that employee more inclined to hire a woman as administrator than someone who has never worked for a woman.

Several studies can be cited to support the elimination of discrimination against women administrators. Hemphill, Griffiths, and Frederiksen concluded that although men principals seem to be preferred by Boards of Education, the male principals did not demonstrate superior performance. In fact, women tended to outscore men in ability to work with teachers and outsiders; were more con-

⁷ Research Division, National Education Association, *Status of Teachers and NEA Members*, September 1972.

⁸ *Ibid.*

⁹ Jacqueline Parker Clement, "The Dimensions of Sexual Discrimination in the Leadership of Elementary and Secondary Education and the Potential for Legal Redress" (Qualifying Paper for Harvard Graduate School of Education), May, 1973.

¹⁰ Suzanne S. Taylor, "The Attitudes of Superintendents and Board of Education Members in Connecticut Toward the Employment and Effectiveness of Women As Public School Administrators" (unpublished doctoral dissertation, University of Connecticut, 1971).

cerned with objectives; possessed greater knowledge of teaching methods and techniques, and were able to gain positive reactions from teachers and superiors.¹¹

The University of Florida-Kellogg Leadership study team, composed almost entirely of men, attempted to identify and clarify good and poor principal behavior. The team concluded that women were more democratic than men, as well as outscoring men in the most effective responses to administrative practices.¹² A year later, the results of a similar study were so surprising that the researchers carefully rechecked their work, but the result remained favorable toward women. A third study conducted on a nationwide basis further substantiated the Florida findings that more women than men possessed significant leadership attributes.¹³

Other plus factors for women principals were indicated in a study by Helen Morsink. Her study revealed that men had more tolerance for freedom, but the women scored better in speaking and acting as a representative of the group, being persuasive in argument, emphasizing production, maintaining cordial relations with superiors and exerting influence and striving for higher status.¹⁴

Still men are preferred! Preferred not only as administrators, but in other leadership areas important to educational policy making. Men dominate teacher associations, school boards, research organizations, and related professional education associations. Men are the top leaders in both the National Education Association (1.3 million members strong) and the American Federation of Teachers, AFL-CIO (270,000 members). Recently each has become concerned with improving the role of women in policy making and leadership areas within their associations and with the profession itself.

The nature of the power structures in NEA and AFT makes it difficult to cite statistics for comparison. But with this disclaimer in mind, it is apparent that state organizations of both the Association and Federation are male dominated. In the 50 state associations, no one is run by a woman executive secretary, although of the elected leadership 33 percent of the state associations are presided over by women presidents, an increase from 20 percent in 1972. It should also be noted that 26 of the state associations are headed by full time presidents. In the AFT there are only 26 state federations who have elected presidents running their organizations. Of these only Minnesota and Tennessee have women presidents. Nonetheless, some of the large local AFT unions have women presidents. Mary Ellen Riordan of Detroit, who has run that power structure for the past 12 years, is one example.

Looking at the statistics nationally both NEA and AFT are run by male leaders: Terry Herndon succeeded Sam Lambert at the NEA and it appears certain that Al Shanker will unseat Dave Selden to run the AFT. For NEA things have changed radically as the alternating cycle of male and female national presidents was broken with the installation of Dr. Helen Wise of Pennsylvania last July as successor to Catherine Barrett of New York. Both have served as full time presidents. Women also serve in some second-string positions at NEA and AFT, as Sandy Feldman is deputy for Al Shanker, and Margaret Stevenson is Assistant Executive Secretary for Programs at NEA.

Differences in size as well as structure continue to make it difficult to compare the two organizations, but of the professional staff employed by NEA more than 25 percent are women (70 out of 300), compared to 16 percent (7 out of 42) on the Washington AFT staff. Percentages are roughly comparable for field staff, although numerically NEA has 33 times more women than are employed by AFT. Only 3 of the 22 AFT field staff are women; whereas, 100 out of 791 association staffs are women (excluding New York and California). According to the National Council of Women in Educational Administration survey in 1970 the state associations employed women in only 17 percent of the professional staff positions. Obviously the affirmative action plans have yet to be written for most state associations and federation.

¹¹ John K. Hemphill, Daniel E. Griffiths, and Norman Frederiksen, *Administration, Performance and Personality* (New York: Bureau of Publications, Teachers College, Columbia University, 1962), p. 354.

¹² Hulda Grobman and Vynce A. Hines, "What Makes a Good Principal?" *The Bulletin of the National Association of Secondary School Principals*, XL (November, 1966), pp. 5-16.

¹³ Norman Q. Hare, "The Vanishing Woman Principal", *National Elementary Principal*, XLV (April, 1966), pp. 12-13.

¹⁴ Helen M. Morsink, *Leader Behavior of Men and Women Secondary School Principals* (Washington, D.C., National Council of Administrative Women in Education, 1969).

The dilution of women in the mix of NEA and AFT leadership roles is not the only problem in sex discrimination facing the two organizations. Each has gone on record in support of the Equal Rights Amendment, but the commitment to support the 27th amendment to our constitution has created some degree of difficulty for the Federation. Support was at first rejected by their national convention and finally restored at the 1972 convention. NEA has, however, worked continuously, actively, and financially to support passage of the ERA. Its state affiliates have also waged vigorous campaigns to support the amendment. Notable among these in 1973 has been Molly Sample on the staff of the Florida Education Association, although Florida lost the adoption of the resolution by 4 votes. Other states where NEA state affiliates worked for passage of the ERA recently are Maine (where the ERA lost by one vote), Indiana, New Jersey, Ohio and Connecticut, where the ERA was passed by an overwhelming majority. As of this writing 8 more states need to ratify the 27th amendment to the Constitution for its passage.

If experience in Connecticut is any guide there is a substantial difference in the degree of support for ERA by the two organizations. On the one hand the Connecticut Education Association vigorously supported and lobbied for the passage of ERA, whereas, on the other hand, the Connecticut Federation of Teachers, AFL-CIO, did little to elicit support for the ERA. On the night of the ERA public hearing in the hall of the house before national TV and press coverage, CEA's president elect and legislative chairwoman brought the official endorsement of its 27,000 members to the attention of the state legislators. Connecticut State Labor Council AFL-CIO's director of Committee on Political Education brought her organization's opposition to the attention of the legislators. CFT's president was notably absent from the debate, and no other member represented the public school teachers of the CFT. Yet the CFT-AFL-CIO had gone on record in support of the ERA.

Whether or not ERA is eventually ratified, women will become more involved in policy making roles of the national teacher groups due in large part to the feminist movement and the consciousness raising techniques of the NEA and AFT Women's Caucuses. In Connecticut the first state wide conference on the status of women, *the 51% Minority*, was held over a year ago. The proceedings have been published by NEA under a grant from the U.S. Office of Education.¹⁵ A second conference held last spring in Connecticut became action oriented and called for several reforms in curriculum, government and hiring. Publication of these proceedings is scheduled for late fall.

Subsequent to the First Connecticut Conference on the Status of Women, a national conference, *Education for Survival*, was held by NEA last fall in Washington. Leaders who worked to inform the participants on how to eliminate sexism in education were praised by Gloria Steinem as she urged them to make the issue a major priority for education. The conference attracted over 300 men and women, black, white, Indian, and Chicano, from almost every state. Since that time numerous other state associations have been holding similar conferences and raising the consciousness of men and women. AFT's Marjorie Stern has also been working almost single handed to promote regional conferences on eliminating sexism in education.

SCHOOL BOARDS

In many aspects school board leadership is similar to NEA and AFT with domination by men. As members of school boards women constitute only 20 percent of the national membership and hold only 12 percent of the state association presidents.¹⁶ One bright note is that for the first time in many years, a woman president was elected for the National School Board Association. She is Barbara Reimers of Branford, Connecticut.

It would be helpful if more women were members of boards of education, for two reasons. First, evidence gathered in my doctoral research showed that female school board members evidenced the most favorable attitudes towards women administrators, and secondly, school boards have the final say in hiring administrators. For these reasons I believe that it would be easier to employ more women as superintendents and principals if there were more women board members.

¹⁵ Suzanne S. Taylor, ed., *51% Minority, Connecticut Conference on the Status of Women* National Education Association, USOE O-72-2507.

¹⁶ Girard D. Hottelmann, "School Boards: Moneyed Men Governing the Poor", *The Massachusetts Teacher*, (January, 1973).

Not only is educational leadership the province of men in administration, teacher and school board associations, but in other professional associations as well. As a member of the American Education Research Association I have observed the field of educational research being dominated by and controlled for men's interests. At present AERA is run primarily by men, although attempts to provide more emphasis on women's role in education were made at the last national convention and will be expanded at next year's convention. A women's caucus has been convened, a task force on women in education formed, and a special interest group promoted for next year's convention. Moreover, AERA is to be commended for its vote to withdraw joint sponsorship from Phi Delta Kappa for the distinguished award for outstanding educational research until Phi Delta Kappa permits women as full-fledged members.

Out of the 300 divisional programs held at the 1973 AERA conference only four focused on aspects of educational research which involved sex-bias. On the other hand, more than 16 programs were devoted to racial aspects of bias in education. The four sessions devoted to sexist issues were: Perspectives on Female Education: Sex-Role Development and Sexism; Racial, Ethnic, and Sexual Bias in College Admissions, and Distaff Feedback. AERA's apparent future commitment to assist and promote research about and for women should begin to allay many cultural myths.

Many other male dominated research concerns and organizations should also implement affirmative action in the utilization of women. Cronyism, where men refer other male associates to jobs, should be extended to women and could be if organizations like Phi Delta Kappa included women as members.

~~Exclusion of women from Phi Delta Kappa isolates women from the power centers of education. The full meaning of exclusion was revealed to me in this letter of invitation to speak before a PDK chapter:~~

"Phi Delta Kappa is a professional and honor society for men in education with chapters in many countries. It is the largest professional fraternity in the world. This membership is comprised of top leadership and outstanding professionals throughout the state. It is not unusual to have dozens of superintendents, principals, and other educational leaders from the public schools, and presidents, deans, and noted professors from higher education attending Phi Delta Kappa programs."

Research conducted by and for *Phi Delta Kappan* also continues to be biased as it reflects only the male point of view. Males do not appear to be aware of sexist discrimination as evidenced by this description of the school finance questionnaire procedure which appeared in the March 1973 *Kappan*.

"A random sample of 1,020 PDK's was drawn by computer from the PDK active membership matter file of 97,920 names. The ratio of 745 campus chapter members to 275 field chapter members was the same 3 to 1 ratio found in the total PDK population. The sample includes individuals born prior to 1900 and as recently as the 1945-49 period, the median age being 40. One quarter are 47 years of age or older and one quarter between ages 22 and 35. All other Kappans are in the middle-group, 36-46.

"Characteristics of the respondents were compared with those of the total sample of several variables, including age and type and length of PDK affiliation. Geographic distribution of the respondents was compared with that of the total membership. In only two cases were states identified in which the proportions differed by more than a single percentage point, and in these two cases it was less than two percentage points. It can be concluded that a no-response bias does not exist and that the finding of this opinion survey can be generalized to the total Phi Delta Kappa population."

Generalized to an all male population? Since females represent 63 percent of the teachers and 51 percent of the student population the opinions in the PDK questionnaire are not representative of either the teacher population, the student population, or for that matter the adult population. The question must be raised as to how well the opinions of leaders reflect the perception of the largely female group involved in education.

The question is being asked by many of my male colleagues and Kappans will have a chance this fall to provide their own Equal Rights Amendment by voting to allow women as members of the fraternity.

Discrimination does not belong in public education. Every person, regardless of race, social class, or sex should have equal opportunity for the pursuit of happiness under the United States Constitution. Thank you Mary Wollstonecraft, Emma Willard, Susan B. Anthony, Eleanor Roosevelt, my foremothers. Your role models as my foremothers are a ray of hope. May it be possible for my children to have as many famous foremothers as forefathers.

TABLE I.—PERCENTAGE OF WOMEN AMONG ALL TEACHERS IN SELECTED YEARS

| | Elementary | Secondary | Elementary and secondary |
|--------------|------------|-----------|--------------------------|
| 1957-58..... | 87.2 | 49.6 | 73.2 |
| 1960-61..... | 85.8 | 47.2 | 70.7 |
| 1963-64..... | 85.5 | 46.1 | 68.9 |
| 1966-67..... | 85.4 | 46.0 | 68.3 |
| 1970-71..... | 84.7 | 45.9 | 67.2 |
| 1971-72..... | 84.5 | 45.8 | 66.9 |

Source: National Education Association, Estimates of School Statistics, 1971-72, Research Report, 1971-73.

AASA SUPPORTS WOMEN FOR ADMINISTRATIVE POSITIONS

RESOLUTION NO. 37

Women have historically played an important part in the education of the young, yet their areas of responsibility are still severely limited. The higher an administrative position is in responsibility, prestige and salary, the less likely it is to be held by a woman.

AASA urges that school systems make continuous efforts to identify women on their staffs who are potential educational leaders. We urge, too, that AASA and other related educational organizations continue efforts to recognize the leadership potential of women in their governance structure. Women should be encouraged and assisted to develop the skills requisite for administrative positions. School boards in school districts of all sizes should develop and implement policies which exclude sex as a criterion, explicit or implicit, for administrative positions. Whenever two or more applicants for any position are "equal" in background, training, and the ability to give strong leadership, sex should not be a factor in the selection.

AASA recommends that institutions preparing school administrators actively seek out promising potential administrators among women.

FEMINIST VS. PRINCIPALS; RESULT: A DRAW AT NAESP CONVENTION¹

Riddle: What do you get when you cross a feminist author with a roomful of male principals?

Answer: A mild-mannered confrontation that ends up in frustration all the way around.

*Myra Sadker, assistant professor at the U. of Wisconsin-Parkside and author of a brand-new book called *Sexism in School and Society*, came with all the facts and figures. She cited study after study to show how little girls are discriminated against in curriculum materials, by teachers and by schools in general—discrimination which not only hinders them from reaching their full potential, but may also "thwart the process of learning." She showed that the problem also extends to adults in schools where "women are becoming extinct as principals." In 1928, she said, 55% of elementary school principals were women according to an NAESP study, but in 1971 the figure had dropped to only 22%. And in secondary schools, the figure is a mere 3%. As a result, particularly in elementary schools, there are mostly female teachers taking their orders from mostly male bosses.*

But the male principals, in general, did not seem too impressed. They shot back with a different side of the story: "It's only little boys who fall first grade." "Girls get better grades." "Women aren't applying to be principals." "Women would rather work with kids than be administrators." "Women teachers prefer to work for a male principal." "Are we trying to make boys and girls who are identical?" Ms. Sadker answered the questions—but not to the satisfaction of most of the questioners, it appeared. And she clearly was not happy about the questions—and attitudes they represented.

¹ Appeared in *NAESP Convention Reporter*, "Highlights of the 1973 National Convention of the National Association of Elementary School Principals, April, 1973, prepared by the Editors of *Education USA*."

FEDERATION OF ORGANIZATIONS FOR PROFESSIONAL WOMEN,
Washington, D.C., July 30, 1973.

Representative AUGUST F. HAWKINS,
Chairman, Subcommittee on Equal Opportunities, House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN HAWKINS: As chairperson of the legislation and policy committee of the Federation of Organizations for Professional Women I wish to reply to your request for testimony on H.R. 208, the Women's Education Equity Act. The Federation is an umbrella organization of 24 groups representing women in a number of professions. They include the American Association of University Women, Association of Women in Science, American Medical Women's Association, Intercollegiate Association of Women Students, and the National Association of Women Deans, Administrators and Counselors, among others. All of these groups are increasingly concerned that equal opportunity be provided for women in the professions they represent and in all phases of American life.

Women who have succeeded in surviving discrimination and have achieved professional status are disturbed in particular by the failure of our educational institutions to play their proper role in the achievement of our national goal of equality for women. At a time when local, state and national laws have been put into operation to penalize the practitioners of sex discrimination, school systems on every level continue to project and practice age-old concepts which are in direct conflict with the universally endorsed aim of equal opportunity for all.

Women in the professions have particular reason to appreciate the limitation thus placed upon the full participation of qualified individuals in our society. They have attempted through their organizations to right these wrongs but their efforts have been puny in comparison with the task that lies ahead. H.R. 208 would be a very significant supplement to the present programs designed to end sex discrimination.

All women and girls would be aided by the special educational programs and activities to be funded by this act. Training programs for counselors and other educational personnel would be a substantial aid in the current effort to eradicate prejudicial educational patterns. Community education programs would also serve a useful purpose in fulfilling the obligations institutions of learning have toward the education of those not necessarily within their walls.

The Federation wishes, therefore, to convey to the subcommittee the endorsement of the goals of this legislation by concerned professional women.

Sincerely yours,

IRENE L. MURPHY, Ph. D