



Central State Needs Action Right Now!

By FRANK SUTHERLAND
Tennessean Staff Writer

The filth, the outmoded facilities, the lack of personnel, inadequate treatment and the dominance of nonprofessionalism has once again been exposed at Central State Psychiatric Hospital.

In January, I wrote a series of articles about the conditions at the hospital, based on the 31 days I spent posing as a patient there. After the first two of those articles appeared, the commissioner of mental health appointed a blue-ribbon committee of professionals and lay citizens to investigate conditions at the hospital. While that committee did not make an exhaustive study of the hospital, it said it saw enough to warrant some major recommendations and an in-depth study of the hospital's needs.

The committee made in its report many of the same recommendations I did. Among the committee's findings and recommendations were: — The hospital should be accredited as soon as possible. — The State Department of Mental Health should seek an additional \$2.5 million from the legislature to obtain additional personnel and equipment. — The present organization of the hospital, by which patients are assigned according to the county in which they live, should be replaced with a system that more effectively utilizes personnel.

— The large geriatric population at Central State, which includes about 600 elderly patients, should be reduced as soon as possible, as many of these patients do not belong in a psychiatric hospital. — A thorough in-depth study of the hospital should be made to determine the future of the hospital and whether any new buildings should be constructed. Such a study should be conducted by "out-of-state professionals."

It's the Exception

The committee found, as I did, that "individual treatment is the exception rather than the rule." It recommended that the unlicensed physicians at Central State be given a time limit to become licensed or be reclassified as a physicians' assistants. During the time I posed as a patient at Central State — from Dec. 14 until Jan. 13 — eight of the 14 physicians paid by the hospital did not have licenses to practice in Tennessee. Since that time, one of the Dr. Elizabeth Vorbusch, has obtained her license.

Since the series of articles ap-

peared in the Tennessean and the committee released its report, five former officials of Central State issued a joint statement, calling for a moratorium on all new buildings on the grounds and a complete reorganization of the hospital.

The five former officials, all licensed psychiatrists with more than 20 years of total service at Central State, recommended that the hospital be decentralized and that mental health centers be upgraded to care for patients who do not belong at Central State.

These five physicians also recommended a major change in the administration at Central State. During my stay at Central State, when no member of the hospital staff was aware of the role I was playing, I found unsanitary conditions and a demoralized staff working against the state's bureaucracy that constantly hindered good treatment of patients.

A Need for Action

From the results of my stay at the hospital, from the findings of a blue ribbon committee appointed by the mental health commissioner himself and from the recommendations of five licensed psychiatrists who spent a total of 20 years there, there is a clear and immediate need for the legislature to take the responsible conditions at Central State.

The speakers of the House and the Senate should appoint a continuing committee to investigate the problems at Central State and in the mental health department. Where necessary, the committee should seek the counsel of professionals from outside the state.

At the top of the agenda of this committee should be the accreditation of Central State and the other mental health hospitals in the state. The federal government has announced that by 1977, all federal funds will be tied to accreditation. The state's mental hospitals now receive about \$15 million in federal funds, and the legislature would be hardput to make up those funds from the state's revenues.



Frank Sutherland takes a music lesson from Mrs. Margaret Sealy at Central State.

The state mental health department has estimated that, among other things, about 1,500 additional personnel are needed to meet accreditation requirements. The department asked the governor's office for more than 800 of these employees for the 1974-75 budget, but the governor's staff reduced that number to 107.

That would leave the state with only 1,400 employees to find in two years if it is to meet the 1977 federal deadline for accreditation.

The governor's office has said it does not have the financial resources to designate more money for mental health this year. But the legislature must make the decision whether to absorb the accreditation costs over a three year period or put off the problem for another year.

The legislators have in the past granted just about every financial request the administration has made for mental health.

"We have taken their word for what they have needed, and we have given them everything they wanted," said Rep. John Bragg, D-Murfreesboro. "I think now it is time we see what they have been doing with the money."

For example, Bragg said, during the past three fiscal years, the legislature has appropriated a total of \$27,212,025 in capital outlay funds for the mental health department, but only \$1,287,622 has been spent.

Now, the blue-ribbon committee, the former psychiatrists at Central State and other professionals are questioning whether some of the capital outlay projects scheduled for Central State should be completed.

For example, these groups say the community mental health center and the children and

youth units might be located away from the state hospital grounds.

The blue-ribbon committee was appointed to investigate conditions in the Farmer Building where I spent my 31 days posing as a patient. While I viewed the conditions there from the perspective of a patient, the committee looked at the situation from professional standpoints.

The committee members appointed by Commissioner Richard Treadway were Drs. Jesse R. Peel, Amos Christie, Warren Webb and Gretel Salenius, all of Vanderbilt Medical Center, Frank Truo of Traveler's Aid, State Sen. Douglas Henry, D-Nashville, the Rev. Kelley Miller Smith and Henry C. Hughes, chairman of the Central State Board of Trustees.

"While the committee is sincerely interested in immediate amelioration of existing problems, it is even more interested in making recommendations which will have long-range benefits for the hospital," the committee report said.

Under the report's section on psychiatric services, the committee said "evaluation of psychiatric services at the hospital is difficult because the treatment varies tremendously among the treating physicians."

Unlicensed Doctors

"Seven of the 14 physicians on the staff are unlicensed," the report said.

"Some of these doctors have a poor command of the English language and, in some cases, have attempted to obtain licenses. Others have made no attempt to do so despite encour-

agement from the staff," the report said.

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Twin State Thruway Could Cost a Mint

By LARRY DAUGHTREY
Tennessean Staff Writer

For a northern tourist headed south, it seems like a dream come true.

At Horse Cave, Ky., you jog off crowded Interstate 65 and onto the four-lane Twin State Thruway, a divided toll road.

The Twin State goes south 128 miles through Glasgow, Kentucky, Lafayette, Tenn., Carthage, Smithville and McMinnville, joining Interstate 24 near Pelham, Tenn., south of Manchester. It avoids the crowded interstates in Nashville, and, for a toll of \$2.60, cuts about 56 minutes off the trip south.

The Twin State Thruway may be a dream to the tourist, but it could be a nightmare to the taxpayers of Tennessee. A consultant's report prepared for the State Department of Transportation says the taxpayers would have to spend almost \$600 million over a 40-year period to subsidize the toll road.

Still, it may be closer to reality than anyone thinks. The Tennessee Senate votes this week on a bill setting up an independent turnpike authority with independent bonding powers. The legislation also is moving in the House of Representatives.

"We're going to pass this bill, this year," says Sen. James Robertson, D-Nashville, the main legislative promoter of a turnpike system.

So far, the legislation has attracted little attention controversy. But it could have far-reaching effects for Tennessee.

"We need something like this," says Robertson, who is chairman of the Senate Transportation Committee. "It gives people an additional method of getting adequate highways. We're nearing completion of the interstate system and this would be a way of financing additional highways."

Robertson said he has not studied the consultant's report on the Twin State Thruway, but doesn't think the state should build turnpikes which are not capable of paying their own way.

"There are other possibilities if the Twin State isn't feasible," Robertson said. "One is the northern tier of counties — maybe all the way from Reelfoot Lake to Opelousa."

"And there's no way to get from Memphis to Chattanooga except to come through Nashville. A turnpike through the southern tier of counties linking Chattanooga and Memphis, is another possibility."

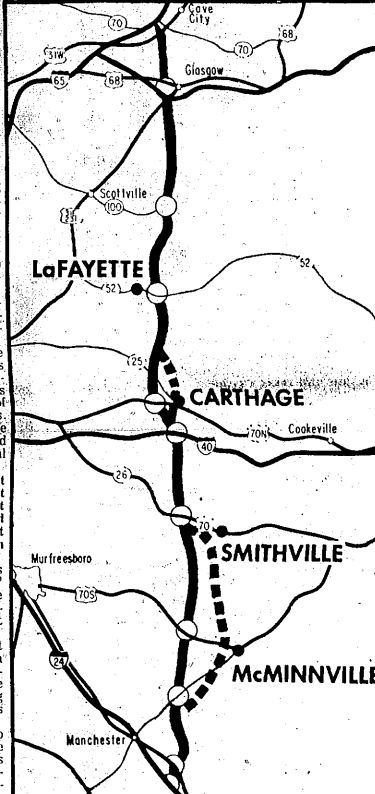
"What the toll roads would do for little rural towns lying on the twine is tremendous. The truth is we just haven't had good planning for future road development."

The number pointed out that his bill contains no mention of specific roads or routes. But it does

study on possible turnpikes has been for the Twin State. The road is being promoted by citizens in the area interested in economic development.

Last September, the Department of Transportation hired Wilbur Smith Associates, a well-known highway consulting firm, to study the feasibility of the route.

Based on 1972 prices, the road would cost \$258 million, of which \$186 million would be Tennessee's share. The report says that tolls on the road "would not generate sufficient revenues to provide the financing coverage" (Turn to Page 3-B)



Map shows route of Twin State Thruway, running north-south across Tennessee.

More Money for Schools—And Does It Really Help

By MARSHA VANDE BERG
Tennessean Staff Writer

Finding that 40% to 60% of the state's public school children read below their grade levels, a recent legislative report recommends additional funds to upgrade educational programs — especially reading.

The 10-member bipartisan committee now in this recommendation (among several others) despite their findings which show a 200% increase in public education spending over the past decade, but an "absolute" decline in students' achievements in the basic educational skills during the last four years.

"We find that when we compare ACT (American College Test) scores and per pupil expenditures between school systems, that there is a definite trend between the lower per pupil expenditure and the higher the average ACT score," the report said.

For instance, Metro school system has the highest per pupil expenditure (\$795 per child) of any school system in the state, but its ACT average (16.8) is

lower than the school systems in 24 other counties.

Ironically, Dickson County spends less money per child (\$427) than any of the state's 87 counties listed, but only five have a higher ACT average than

Dickson County (which has a 20.3 average).

On the other hand, the report said by comparing individual schools, it was found that the larger the student population, the higher the ACT average score. The report added, that usually more money is spent per student in larger schools than in smaller schools.

In addition, the report shows: — Over the last four years there has been a 41% increase in the number of freshmen with academic deficiencies in the state's public colleges and universities.

In 1962, Tennessee public schools spent \$206.4 million. In 1972, they were spending \$616 million. "For every dollar spent in 1962, there were spent in 1972," the report said.

The number of enrolled youngsters however remained fairly stable. The report cites "two major reasons" for the current leveling a decline in birth rate and an increase in private school enrollment.

There has been an increasing emphasis on spending for administrative and supervisory purposes, often times at the ex-

pense and detriment of the student in the classroom.

The report said that administrators have had a 40% decrease in student load, whereas teachers have had a 14% decrease.

More education money is

being spent on "non-education items" such as transportation and maintenance.

Of the 327 high schools in Tennessee, as of July, 1973, the report says, 147 had a 14% decrease.

(Turn to Page 3-B)



J. T. BRAGG
Rep. John Bragg
"We took their word"



The joy of learning is unconfined



At Goodlettsville Elementary School

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Action Is Needed at Central State Hospital—Right Now

(Continued From 1-B)

agement from the administrators.

An even more alarming situation, however, is the lack of trained psychiatrists on the medical staff. Only seven of the physicians have had psychiatric training, and one is certified by the American Board of Psychiatry and Neurology. Of this group, two are involved solely in administrative duties. Non-licensure and non-certification does not necessarily imply incompetence.

The committee said it did not attempt to review in detail the psychiatric record of patients currently under treatment, but it said it did interview former and current staff physicians, concluding:

"There are just too many patients per physician, and individual treatment becomes an impossibility. In the few charts that were reviewed, progress notes were very infrequent, and those that did exist were not in all cases legible and gave little indication of the patient's diagnosis, treatment plan or progress in the hospital."

The committee said that "while money is obviously of great importance, it is not the only consideration in this problem."

"It is difficult to recruit young psychiatrists to practice in a state hospital with the overwhelming patient-to-physician ratio, the time consuming and frustrating administrative responsibilities and the professional isolation which makes practice most unattractive."

"It is our conclusion that action must be taken immediately to hire additional licensed, qualified psychiatrists."

The committee generally commended the medical care unit of the hospital. It's only recommendation in that area was to add family nurse practitioners to provide much of the day-to-day care under the supervision of a staff physician.

The report said that in psychology services, five of the eight psychologists with PhD degrees have licenses.

"Currently employed unlicensed individuals should be required to pursue licensing vigorously," the report said.

In social services, the report said there is a "serious need for

more field workers and more secretarial support."

The committee was most critical of the staff situation in the nursing service.

"At Central State, 8% of the nursing complement are registered nurses; 44% are licensed practical nurses and 87.6% are classified as technicians," the committee said.

"That a nonprofessional orientation to patient care is dominant cannot be refuted. Two other factors emerge: coverage for three shifts, 365 days a year, cannot be adequately done with the given number of personnel and adequate supervision of nonprofessional nursing staff is impossible."

The committee said the nursing staff fares well in the special units, such as alcohol and children and youth, but "in the units where the bulk of the patients are, the nursing service impresses one with its dedication and caring. As laudable as these characteristics are, they cannot overcome the barriers to the service being an effectively functioning, interdependent, professional one."

"The ratio of nonprofessional nursing personnel to professional nursing personnel must be substantially changed. A minimum of 25 additional registered nursing personnel must be employed."

The committee said the nursing, social work and psychology services should "have representation at the Department of Mental Health level to interpret, clarify and, if necessary, fight for the professions' rights."

Committee members said they found indications of patient abuse, "especially where the patient-to-nursing ratio is inadequate." The committee added that it believed the hospital administration pursued what few cases there were "aggressively."

The committee report said cleanliness of patients varied from building to building.

"Patients in the Farmer Complex, where so many geriatric patients were evident, gave the impression of having unclean habits," the report said.

"The health level to interpret, clarify and, if necessary, fight for the professions' rights."

"The number-one problem facing our school children, is their ability to read. Without this ability, every child is handicapped," the report's concluding remarks continued.

"But I suggest," wrote the committee's chairman, Rep. Dick Clark, (D-Nashville), that most of the committee's recommendations are aimed toward



A picture that tells its own story at Central State hospital.

buildings are more modern and more staff is available, the clean conditions did not exist."

"Turning to maintenance, the committee said, "good maintenance"

Money for Schools—And Does It Help

(Continued From 1-B)

said "usable" information was obtained from 290

"After a series of public hearings in Nashville, Memphis, Knoxville and Chattanooga, the report stated, "in many school systems, (the) need for money is critical."

"However, the testimony and the evidence show that money alone is not the answer to all of the problems which ill public education. . . (But) if we desire excellence, then we have to institute changes and be willing to foot the bill."

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improving the child's basic education development. Especially reading."

"This is especially important when we discover that 40% to 60% of our school children read below grade level."

Four counselors in different secondary schools within the Metro public school system, cited a need for more money for remedial reading programs for all youngsters who need them—not just those who qualify according to IQ level and socioeconomic background standards.

"The youngsters who are below a certain IQ category or percentile range doesn't get into the remedial reading program," said Mrs. Sammie Steele, a sixth grade counselor at Isaac Linton Junior High School. "This youngster is hopeless. I test whether we have a reading program or not."

"Mrs. Steele said that the Linton Junior High remedial reading program was recently eliminated for "economic reasons." Of the 300 ninth graders at the school, I'd say one-fourth need a remedial reading program," she added.

Although a different situation exists at Two Rivers Junior High School, counselor Charles Robinette said, "To get things better, we do need more money."

At Two Rivers, Robinette said, federal and Metro monies are currently subsidizing four separate educational programs with a primary focus on remedial reading.

Robinette added that approximately 200 of the school's 600 students now participate in two of the programs geared solely to helping youngsters learn basic reading skills. "But the enrollment is at least 10% higher if IQ standards for admittance were dropped."

Thomas Bush, a counselor at W.A. Bass Junior High School, and Mrs. Thersa Williams, a counselor at Maplewood High School, both said more money would mean an opportunity to expand existing programs.

"At Maplewood, there are approximately 65 students in the remedial reading program (out of approximately 1250)," Mrs. Williams said.

"But we could place more children in the special reading class if we had more space. Money just has to be part of the answer," she said.

At Bass Junior High, Bush said only eight graders are admitted to the special reading classes.

"I think this is bad, because we have ninth graders who need remedial reading for the last 15 to 20 years. We must be making some errors — from the first grade level on up," Mrs. Steele added.

Another recommendation by the legislative special education committee is the teaching of reading as a subject, "especially in elementary schools."

"Presently many school systems do not teach reading as a subject, and if taught at all, it is taught incidentally to other courses, such as social studies, math and English," the report said. "The committee believes emphasis should be placed on the teaching of basic subjects."

and housekeeping are almost impossible" in the old wards of the Farmer and Hill complexes.

"The floors and walls are saturated with the odor of urine, and all the furniture and equipment one can apply will not eliminate this condition," the committee said. "The wards that have been completely renovated were comparatively clean; however, one could not help but notice the old furniture and furnishings that were used. We were informed that money was not available when the renovation was accomplished."

"In reviewing the housekeeping staff, we found that only 45 employees were provided for cleaning the entire hospital. This number can barely make the rounds to clean hallways and offices. The patients and technicians are responsible for the room and ward housekeeping."

"In our opinion, the entire Farmer Complex and the older section of the Hill Complex should be demolished at the earliest possible date. The housekeeping staff should be increased by at least 100 personnel as funds are provided."

The committee's officials of Central State said, "money itself

will not cure its ills."

"It may be well to ask if spending more money on Central State is not a matter of throwing good money after bad," the five said in a joint statement.

The five are Dr. J. N. Fidelholtz, former director of the forensic services division; Dr. Joseph H. Fishbein, former director of the Vanderbilt unit at Central State; Dr. Edmon L. Green, former assistant director of the Vanderbilt unit; Dr. Virgil L. Metts, former assistant superintendent for clinical services, and Dr. Louis Sampson, former senior staff physician.

The five doctors also urged immediate accreditation on a unit by unit basis and suggested that separate facilities be set up for those patients who need nursing home but not psychiatric care.

"Obviously a change in administration is mandatory," they said. "The legislature may be guilty of not providing enough funds to adequately take care of our emotionally sick people, but they are equally guilty in per se reporting or financial services, the report said.

The doctors also urged an end

to political patronage, interference and political admissions but insisted that the hospital remain accountable to the legislature.

Reaction at the hospital to the stories in the Tennessean, the committee report and the recommendations of the five psychiatrists has been mixed. Some have reacted negatively, expressing the feeling that they have been treated unfairly and that they are perhaps fearful of losing their jobs.

Other employees have seen this public attention as an opportunity to improve Central State and the care of the mentally ill in Tennessee.

The significant hope for these changes now lies with the legislator.

The officials of Central State, the Mental Health Department and the Department of Finance and Administration have all recommended that the legislature act on the program now before the legislature is not enough.

The lawmakers need to make their decisions now, not only in terms of an adequate budget for 1974-75 but also in what direction the state's care for the mentally ill will take during the next three years.

TENNESSEE BOOKMAN

Good Morningside

Morningside Bookshop at Dayton, Ohio is an active book selling and publishing firm run by Robert J. and Mary E. Younger. Mary is a co-ordinator of the Wilson County Donor Family, early settlers around Doak's Cross Roads and among the founders of the Cumberland Presbyterian Church.

Robert specializes in books on the Civil War, both rare books and his own reprints. This past week his evenings have been devoted to his recent reissue of *Chickamauga: Bloody Battle in the West*, by Glenn Tucker. The book sells for \$8, and is distributed in Nashville by Charles and Randy Elder.

Glenn Tucker is expert in his field. He and the great, bloody Battle of Chickamauga has always been a fascinating subject to Tennesseans and Southerners. Some of the elements that caught and held my attention:

— The skillful and finally reckless maneuvers of Rosecrans in the mountains as he scattered his army over 60 miles of rough terrain in the face of an enemy he imagined to be retreating — but was in fact gathering its strength to attack.

— The dramatic and successful movement of Longstreet's corps from the Army of Northern Virginia to give Bragg's Army of Tennessee numerical superiority on the battlefield.

— Rosecrans' fatal error when he ordered Wood to "close up on Reynolds" to make a disastrous gap in the federal line.

— The final stand of Gen. George Thomas and his Federals on Snodgrass Hill, where the "Rock of Chickamauga" won his fame.

While it seems to me that in this book Glenn Tucker did not quite reach the level of excitement and suspense that takes nothing from the elegance of this book — both the writing and the research are of high order. *Chickamauga* was fought just across the Georgia line. It was in fact a battle fought for Chattanooga, and for all practical purposes can be re-fought at the battle of Fort Ochoa. Collectors who may not have the other edition of Tucker's book, this handsome new reprint offers an opportunity.

Another Civil War classic Morningside expects to bring out in the near future is a new printing of Stevenson's "Battle of Stone's River." The book has been scarce in this area for years, and is almost never found with its two foldout maps in good condition.

Two weeks ago this column carried "outlines" under an illustration of Pickett's charge at Gettysburg, drawn by Civil War artist A. R. Waud. The lines said a Confederate officer with his hat on his sword, charging to the cannon's mouth, was Gen. George Pickett himself.

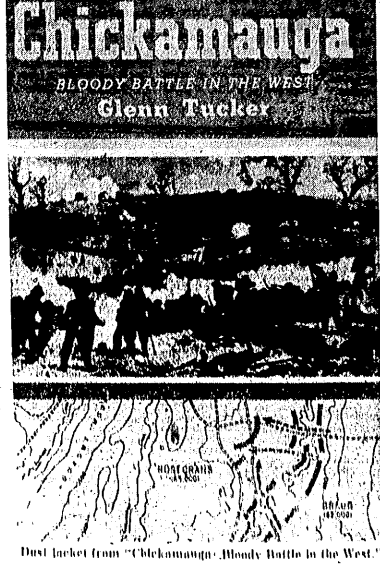
Not so, writes Rupert D. Palmer of Nashville. He says the officer was probably Brig. Gen. Lewis K. Armistead of Virginia,

who was killed in the battle.

Mr. Palmer is right, and Tucker's account of Pickett's charge bears him out that Pickett himself never reached the Federal lines.

A. R. Waud was present at Gettysburg and his sketches of the battle appeared in "Harper's" at the time, but this one was not among them. The assumption is that he made this sketch at a later date — perhaps for another publication.

The original error in outline identification was made by Associated Press in New York eleven years ago, although the sketch was correctly identified in AP files. This column apologizes for allowing the error to pass — and thanks Rupert Palmer for his correction.



Dust jacket from "Chickamauga: Bloody Battle in the West."

But according to Dr. Bob Bogen, executive director of the Metropolitan Nashville Education Association (MNEA), "teaching reading as a subject doesn't mean that much."

"Many teachers felt they teach reading all day," said Bogen, whose agency represents some 94% of the Metro school teachers and education professionals. "A teacher has to employ methods to help children read better while they're teaching other subjects."

"You can't stop all the frills and just teach reading," he added. "But this may mean getting more workshops for children in grades 1 through 12 who need help in improving reading skills."

Another solution is remedial reading at the college level. Dr. John Folger, director of the Tennessee Higher Education Commission (THEC) said, "I agree that remedial reading is the job of the state agency responsible for schools, but we have students coming to state colleges and universities who are just unable to teach themselves in our colleges and universities due to their poor reading skills."

As a result Folger said several colleges have started their own remedial reading programs. On the other hand, Tennessee State University gets some federal and state money for their program under a special request; since they have a large percentage of students with "serious deficiencies," Folger added.

In its report however the special education committee took issue with a THEOC request to fund remedial reading of the state's colleges and universities.

"This is a horrible waste of money," the report said. "Not to mention the terrible waste of money resources for us . . . to teach our students in our colleges and universities what they should have been taught at the elementary school level."

The report pointed out that the committee's choice of ACT scores as a point of comparison, normally considered to be indicative of a viable project."

Specifically, the consultant estimated that the road would produce only 28% of the funds necessary for bond retirement and maintenance.

Relying on the bonds necessary to finance construction, then, would require massive infusions of other state dollars. Considering interest and other costs, the consultant says the subsidy would amount to \$592,691,000 over the 40-year bond period.

The annual subsidy would be between \$15 million and \$49 million.

Kentucky has developed turnpikes probably more than any other state, with 12 of them in operation. Robertson's bill is modeled on the Kentucky law.

Figures prepared by the Tennessee Department of Transportation show that only one of the Kentucky turnpikes, the one between Elizabethton and Louisville — pays its own way.

was based on the fact ACTs measure basic academic skills in English, mathematics, social studies (including history), and natural science.

In addition, the University of Tennessee and the state universities and colleges have independently "represented some 94% of the Metro school teachers and education professionals. "A teacher has to employ methods to help children read better while they're teaching other subjects."

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However over the four year period, the percentage of students in the highest scoring ACT category (28-30) increased by 1%. But there was a 70% increase in the lowest scoring category (1-15).

In the two intermediary scoring categories, the number of students placed in the lowest highest group (21-25) dropped by 3%; in the third highest group (16-20), there was a drop of 5%.

The report goes on to say that among state high school seniors entering college in 1968-69, 17% had ACT scores of 15 or less. But by 1971-72, the number of students in the lowest category had increased to 24%.

Of the low ranking seniors, community colleges attracted almost half or 46%; universities under the Board of Regents had 23%, while 11% entered the University of Tennessee system.

In comparing school systems, the report said that one-fourth of the state's high school graduates are from the four largest city school systems, Nashville, Knoxville, Memphis and Chattanooga. Since only two out of five are college bound, "this means large numbers of urban youths are entering the work force with even lower academic and communicative skills."

"An intensified effort toward realistic vocational and career training is but one possible alternative; the college bound students, as well, appear to need higher levels of academic skill," the report said.

In addition to more money for public education and reading in grades 1 through 8, the committee recommended among others: the state teacher certification program should include the requirement of a course in reading methods and skills; pupil-teacher ratio should be reduced especially in poor schools; but it should not exceed 25 students to one teacher at any grade level; and the institution of standardized testing at all levels for teacher and administrator accountability.



Dr. John Folger Cites low skills

Twin State Thruway

(Continued From 1-B)

Reservoir — one of the state's purest lakes.

— A turnpike like the Twin State would speed tourists through Tennessee in less than two hours — at a time when the state is trying to attract tourists for overnight stays.

— Setting up a new bond procedure could damage the state's credit rating in the bond market. All other types of bonds must be approved by the General Assembly and sold by the funding board.

Turnpikes cost Tennessee taxpayers twice — through road use taxes and then through the toll.

The legislation as written would have the state pay the cost of relocating utilities along the right-of-way, a cost borne by the state and not the toll collector.

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Sen. James Robertson It's too early now

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