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EDUCATION LEGISLATION, 1967

GOVERNMENT

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SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON

LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

NINETIETH CONGRESS

FIRST SESSION

ON

S. 1125 and H.R. 7819

TO STRENGTHEN AND IMPROVE PROGRAMS OF ASSISTANCE FOR ELEMENTARY AND SECONDARY EDUCATION BY EXTENDING AUTHORITY FOR ALLOCATION OF FUNDS TO BE USED FOR EDUCATION OF INDIAN CHILDREN AND CHILDREN IN OVERSEAS DEPENDENTS' SCHOOLS OF THE DEPARTMENT OF DEFENSE, BY EXTENDING AND AMENDING THE NATIONAL TEACHER CORPS PROGRAM, BY PROVIDING ASSISTANCE FOR COMPREHENSIVE EDUCATIONAL PLANNING, AND BY IMPROVING PROGRAMS OF EDUCATION FOR THE HANDICAPPED; TO IMPROVE PROGRAMS OF VOCATIONAL EDUCATION; TO IMPROVE AUTHORITY FOR ASSISTANCE TO SCHOOLS IN FEDERALLY IMPACTED AREAS AND AREAS SUFFERING A MAJOR DISASTER; AND FOR OTHER PURPOSES

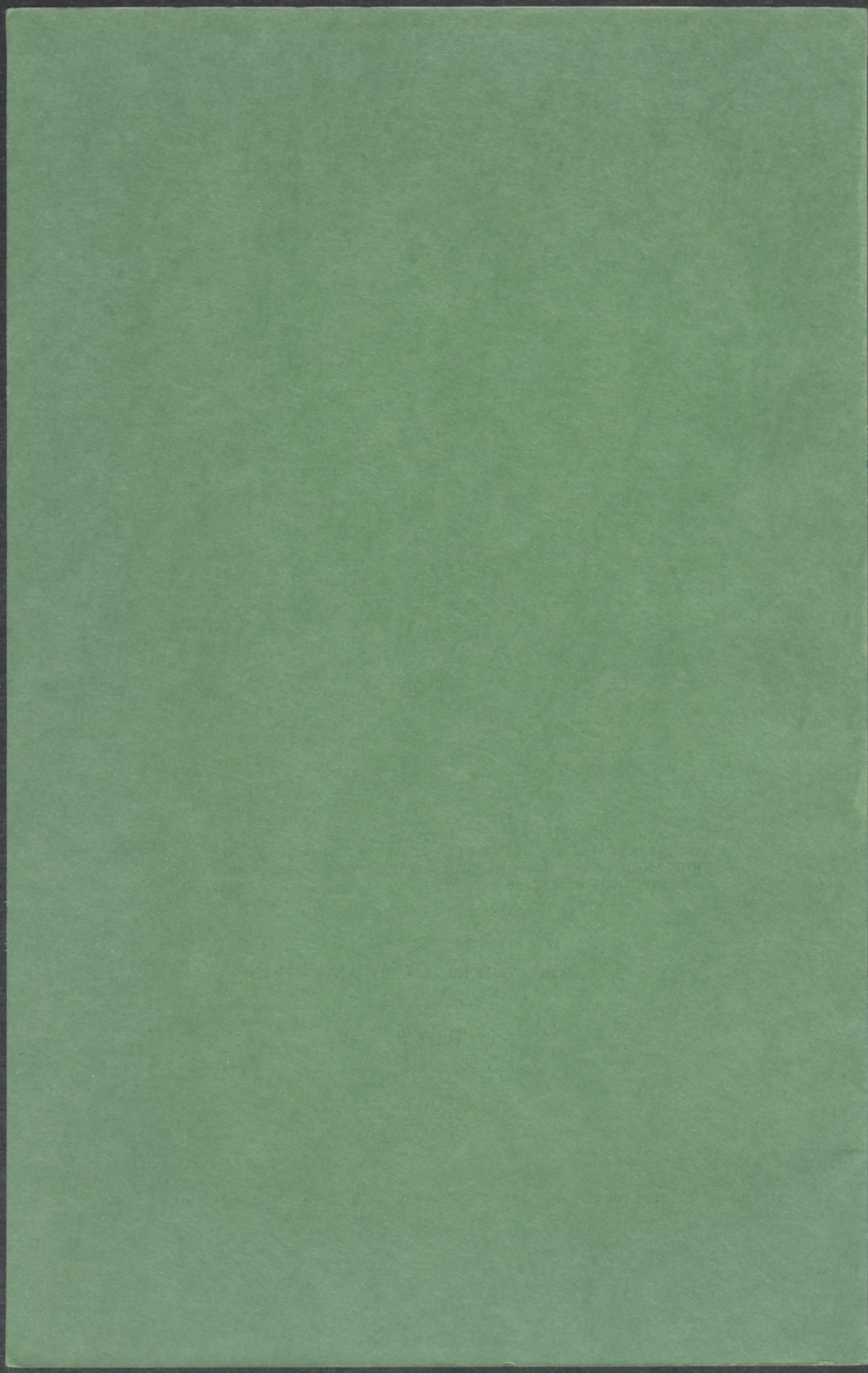
AND RELATED BILLS

APPENDIXES B, C, D, AND E

Part 9



Printed for the use of the Committee on Labor and Public Welfare



# EDUCATION LEGISLATION, 1967

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HEARINGS  
BEFORE THE  
SUBCOMMITTEE ON EDUCATION  
OF THE  
COMMITTEE ON  
LABOR AND PUBLIC WELFARE  
UNITED STATES SENATE  
NINETIETH CONGRESS

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AND RELATED BILLS

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APPENDIXES B, C, D, AND E

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**Part 9**



Printed for the use of the Committee on Labor and Public Welfare

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1967

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## APPENDIX B

### Resolutions, Petitions, Memorials, and General Correspondence on Public Law 89-10 Programs and Provisions of Title I, Elementary and Secondary Education Act

U.S. SENATE,  
COMMITTEE ON GOVERNMENT OPERATIONS,  
Washington, D.C., July 31, 1967.

HON. WAYNE MORSE,  
*Committee on Labor and Public Welfare,*  
*U.S. Senate, Washington, D.C.*

DEAR SENATOR: I am enclosing a letter from the Superintendent of the Tennessee School for the Deaf. I would appreciate your giving appropriate consideration to his interest in provisions in the Elementary and Secondary Education Act which would tend to equalize the distribution of funds among the poorer states.

I thank you for whatever attention you might give this matter.

Sincerely,

HOWARD H. BAKER, JR.

(Enclosure.)

TENNESSEE SCHOOL FOR THE DEAF,  
 *Knoxville, Tenn., July 14, 1967.*

Senator HOWARD BAKER, JR.  
*Senate Office Building,*  
*Washington, D.C.*

DEAR SENATOR BAKER: I sincerely appreciate your forwarding copies of P.L. 89-10 and 313 to me. My previous copies had been misplaced. Section 6, P.L. 89-313, page 4 defines the paragraph under which this school is entitled to allocations of the Elementary and Secondary Education Act.

It is my understanding that the House passed a bill changing the basis for determining the maximum basic grant from the percentage of the average per pupil expenditure in "that State" to "all States" or similar terminology. The intent, as I understand it, is that the national average per pupil expenditure shall be used as a base for determining the allocations so that schools in the states with lower per pupil expenditures shall not be penalized, in effect, by being held to the lower level. The previous formula tended to make the "rich" state schools richer by comparison, when the intent of Congress was to elevate the levels of programs in all states.

I trust that this newer formula will be adopted by the Senate Committee on Labor and Public Welfare. The increased allocation thus available to Tennessee School for the Deaf would permit this school to narrow the gap between the programs we are now able to provide and those being provided in the more affluent states.

For your information, our first effort under Title I of the Elementary and Secondary Education Act of 1965 (89-10, 313) merited a commending paragraph in the report of the U.S.O.E.: THE FIRST YEAR OF TITLE I, page 81. We feel a real sense of pride in rating that much mention in the report of the first year's program for the nation's schools under P.L. 89-10, 313.

I would like to meet you personally and discuss with you in more detail the program of this school and its relationship with the State and Federal programs. There is currently a great deal of Federal interest in the education and problems of our deaf citizens. We want the best for the deaf of Tennessee and we as the administrators of the Tennessee School for the Deaf mean to provide all we can to help them narrow the gap of freedom and opportunity in the state and nation.

Sincerely yours,

W. LLOYD GRAUNKE, Ph. D.,  
*Superintendent.*

U.S. SENATE,  
COMMITTEE ON PUBLIC WORKS,  
*Washington, D.C., July 10, 1967.*

Hon. LISTER HILL,  
*Chairman, Labor and Public Welfare Committee,  
U.S. Senate, Washington, D.C.*

DEAR SENATOR HILL: I request that this letter be included in the hearings on P.L. 89-10 and P.L. 89-313. Thank you for your assistance.

Sincerely,

HOWARD H. BAKER, Jr.

(Enclosure.)

TENNESSEE SCHOOL FOR THE DEAF,  
*Knoxville, Tenn., June 9, 1967.*

Senator HOWARD H. BAKER, Jr.,  
*Senate Office Building,  
Washington, D.C.*

DEAR SENATOR BAKER: We understand that there is a very real possibility that funds for P.L. 89-313 for 1968 may be limited to levels of 1965. You will recall that we were concerned with the formula used for allocation of funds at that time, since they were based upon state per pupil average expenditures.

Tennessee School for the Deaf stands to lose considerable federal assistance under such a proposal. State funds have already been seriously curtailed for the next biennium due to inadequate revenues projected for 1967-69.

We would appreciate your support of the proposed formula to apply the national per pupil average expenditure for federal funds for P.L. 89-313. This would allow T.S.D. to upgrade its program for the deaf children of Tennessee.

Sincerely,

W. LLOYD GRAUNKE, Ph. D.,  
*Superintendent.*

---

U.S. SENATE,  
COMMITTEE ON APPROPRIATIONS,  
*Washington, D.C., April 25, 1967.*

Hon. WAYNE MORSE,  
*Chairman, Subcommittee on Education,  
Committee on Labor and Public Welfare,  
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Attached for your interest is copy of a letter I have received from Dr. Clifford R. Hartman, Acting Commissioner of Alaska's Department of Education, commenting on S. 1125.

With kindest regards, I am

Sincerely yours,

E. L. BARTLETT.

(Attachment.)

STATE OF ALASKA,  
DEPARTMENT OF EDUCATION,  
*Juneau, Alaska, April 13, 1967.*

Hon. E. L. BARTLETT,  
*U.S. Senate,  
Senate Office Building,  
Washington, D.C.*

DEAR SENATOR BARTLETT: Thank you for providing me with copies of S. 1125, the 1967 amendments for elementary and secondary education. On the whole, I believe these amendments will serve to strengthen the various titles, and, in general, strengthen Federal Aid to elementary and secondary education. Specifically, I would wish to make the following comments about the indicated titles and sections of S. 1125:

(1) Title I, Part A, Subpart I, Section 102: The increase in the State level administration minimum from \$75,000 to \$150,000 will be good if the increase is used for the additional technical, consultative and evaluative assistance person-

nel to assist local educational agencies in designing, implementing and evaluation of their programs rather than for providing personnel for increased monitoring of programs and gathering more information that is seldom used.

(2) Title I, Part A, Subpart I, Section 104: This change will certainly help to eliminate a great deal of confusion among our local educational representatives.

(3) Title I, Part B: The teachers corps should certainly become a part of the Elementary and secondary Education Act since it is aimed at training teachers to be utilized in the elementary and secondary grade levels in Title I, ESEA project areas. The section requiring approval of State educational agencies is very critical if the teacher corps program is to be coordinated effectively with the Title I, ESEA program.

(4) Title I, Part D, Subpart I, Section 142: The proposed apportionment of the appropriations will give Alaska and other sparsely populated states a much better break on allocation of funds. It should be recognized that a minimum amount of funds is necessary to operate any program regardless of the number of people served by the program.

(5) Title I, Part D, Subpart 2, Section 523: This section should specify that 75 per cent of the membership of the established agency, if it is not the State Department of Education, be people who represent the educational agencies in the state. Specifically, this section should name the chief state school officer and the chief officer of the state institution for higher education as members, if the agency is to be a planning agency for elementary, secondary and higher education. If there is to be two separate agencies, these two officers should be named by the law to the membership of the agency dealing with their respective segment of education.

(6) Title I, Part E: Direct financial aid to the development of programs for handicapped children as well as the regional resource centers and improvement of personnel recruiting facets should enable the development of special education programs, per se, rather than providing special education instruction as an adaptation of regular classroom instruction.

(7) Title II: The proposed amendment to the Vocational Education Act of 1963 should result in a concentrated effort to provide a workable program for vocational education and training which will help to solve the manpower problem in a given region, state or geographical location. If these funds are concentrated to attack the problem rather than fragmented throughout different sectors of the state, they could produce a model program which would be adopted or adapted by other geographical locations within the state having the same type of manpower problem.

Thank you for your continuing interest in education.

Sincerely yours,

DR. CLIFFORD R. HARTMAN,  
*Acting Commissioner of Education.*

U.S. SENATE,  
COMMITTEE ON THE JUDICIARY,  
SUBCOMMITTEE ON REVISION AND CODIFICATION,  
*Washington, D.C., August 30, 1967.*

HON. WAYNE MORSE,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR WAYNE: When your Subcommittee on Education considers this year's Education Bill, I certainly hope the Fountain Amendment will be retained.

As you know, this amendment would stop the practice of the Office of Education of denying federal funds for new programs without a hearing through deferral action. This amendment would not affect the requirements of Title VI. Also, there would be no interference with a denial of federal funds whenever discrimination is determined to exist according to the procedures in Title VI. The amendment would only reaffirm the congressional intention that federal funds are not to be cut off without due process of law.

With all kind wishes, I am

Sincerely yours,

SAM J. ERVIN, JR.

U. S. SENATE,  
COMMITTEE ON APPROPRIATIONS,  
Washington, D.C., May 10, 1967.

HON. WAYNE MORSE,  
Chairman, Subcommittee on Education,  
Senate Labor and Public Welfare Committee,  
Washington, D.C.

DEAR SENATOR: I forward herewith for your Subcommittee's consideration copy of a letter received from the County Superintendent of Public Instruction of Volusia County, DeLand, Florida, in connection with your bill, S. 1125, the Elementary and Secondary Education Amendments.

I should appreciate any consideration you may be able to give to Mr. Smiley's recommendation concerning Title I of the Act.

Thanking you, and with kindest personal regards, I remain  
Yours faithfully,

SPESSARD L. HOLLAND.

(Enclosure.)

BOARD OF PUBLIC INSTRUCTION,  
Volusia County, DeLand, Fla., May 5, 1967.

HON. SPESSARD L. HOLLAND,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR HOLLAND: From time to time we have provided you with information relating to problems accompanying federal aid to education. This letter is in the same vein and is concerned with the funds provided under Title I of the Elementary and Secondary Education Act of 1965.

It appears to be the intent of Congress to stabilize the amount provided annually at the level of the 1965-66 allocations to each local education agency.

The net effect of this is to call for a gradual cutback in the Title I program each year at the local level. This is brought about by the necessity for absorbing higher salary costs each year. For example, it is anticipated that the Florida legislature, now in session, will increase the salary support of the Minimum Foundation Program from its current \$3,950 to a minimum of \$5,000. However, this increase applies only to instrumental units provided by the Minimum Foundation.

It can be seen that instructional personnel employed under the provisions of Title I must also receive substantial increases since all teachers, whether Title I supported or state and county supported, receive similar pay. This means that it takes considerably more federal dollars to maintain the salary support of the same number of personnel. When these funds aren't forthcoming the only alternative is to reduce the Title I program to the point where these increased costs can be absorbed.

One way this problem can be overcome is for Congress to make a blanket increase (fifteen percent, for example) in the amount provided in Title I. Another, and better way, is to write an escalation clause into the currently contemplated amendments to Title I which would provide additional funds to school boards for Title I employees in the same amounts that are provided by any changes in financial support for non-Title I employees by either the state or the local education agency.

A second factor requiring additional funds stems from the recent rise in costs of materials and supplies needed by Title I employees in carrying out their duties.

Also, the impact of total integration will increase the number of schools currently eligible for Title I funds. This means these additional eligible schools must receive similar services to those already in effect in schools presently benefitting from Title I. This is a significant factor in terms of increased need for Title I funds. The escalation clause already mentioned would have to provide for this contingency also.

As it stands now, we are faced with a sharp curtailment of Title I services because of increased costs. This curtailment will follow a similar one which took place last year based on a reduction of funds plus increased costs and causes us to steadily lose momentum in trying to carry out the will of Congress.

I hope you will be able to call these facts to the attention of appropriate committees so that realistic and helpful amendments to Title I will result from this appraisal.

Yours very truly,

JOHN H. SMILEY,  
*County Superintendent.*

U.S. SENATE,  
*Washington, D.C. May 25, 1967.*

Senator WAYNE MORSE,  
*Chairman, Education Subcommittee,  
Old Senate Office Building,  
Washington, D.C.*

DEAR WAYNE: Enclosed please find a copy of a letter I have recently received from Mr. Joseph Glorioso, Supervisor of federally supported programs for the Lafayette Parish School Board in Lafayette, Louisiana. Mr. Glorioso states that the Bureau of Elementary and Secondary Education guideline relating to equipment and construction cost is unwise and should be done away with.

I am forwarding a copy of his letter to you with the thought that his comments might be of assistance to your subcommittee in connection with its work on this year's education bill.

With every good wish, I am  
Sincerely,

RUSSELL.

(Enclosure.)

LAFAYETTE PARISH SCHOOL BOARD,  
*Lafayette, La., May 19, 1967.*

*To the Louisiana Congressional Delegation:*

Senator Allen J. Ellender, Senator Russell B. Long, Representative Hale Boggs, Representative Edwin W. Edwards, Representative F. Edward Hébert, Representative Speedy O. Long, Representative Otto E. Passman, Representative John R. Rarick, Representative Joe D. Waggoner, Jr., Representative Edwin E. Willis

GENTLEMEN: Articles which appeared in the Morning Advocate and Daily Advertiser on May 17, 1967 explained the meeting of the delegation of southern school administrators with Congressmen on Tuesday. I am in agreement with all of the nine points, as I am sure all other educators in Louisiana are, outlined in the newspapers. If these nine points can become part of Public Law 89-10, then, I believe major objections will have been surmounted.

The appearance in Washington of Mr. Bill Dodd and Mr. Mack Avants was a tribute to their deep sense of responsibility as leaders in education in Louisiana. The advice given to you as reported in the newspaper was sound and in my opinion reflected the attitudes of the supervisors and administrators in this state. Their views are realistic, and should be made known to all congressional leaders.

I am aware that it is very difficult to write laws at the national level which do stipulate the specifics; yet general laws somehow lead to the need for the development of guidelines. This opens the door widely to the inclusion of philosophies which were not intended at all in the law. These philosophies are then supported and made by the courts. In effect, the law of the land is not made by Congressmen but by "guideline philosophers." This has been an increasing trend at the national level, not only in education but all areas of federal support. Unless something is done to make laws a little more specific "guideline writers" will become our law makers.

Before me is a letter I received on April 14, 1967, Program Information Number 42, issued by the Bureau of Elementary and Secondary Education, which states on page five the following: "Only on the most unusual circumstances should the total cost for equipment and construction be allowed to exceed ten per cent of total project cost." This sentence imposes a tremendous handicap on those of us who must plan for the education of the deprived in this area. I believe this reflects the views of all educational planners in Louisiana.

Dr. Joseph Ackerman, President, National School Board Association, had this to say when he gave testimony to the Committee on Education and Labor, "We recommend that the estimated ESEA Title I authorization for fiscal year 1968 be fully funded and that substantial portion of this increase be made available for

the construction, remodeling, and renovation of public school buildings." This is a most realistic attitude. Here is a man who understands the problem of the educator at the local level. He knows that without sufficient funds to construct and to buy equipment it is impossible to plan and promote a program to serve the needs of the boys and girls who are educationally and/or economically deprived.

Limiting us to ten per cent for construction and equipment will force us, if we are to spend the entire allocation, to use the money almost solely for salaries. It is folly to think that just the employment of a second grade teacher without purchasing, at the same time, support equipment would substantially improve learning. In nearly all instances, it is impossible for us to employ a teacher; we simply do not have a place in which to put her. Under these circumstances, I am afraid much of the money allocated to us will have to be sent back to Washington, unless we can be permitted to go beyond the ten per cent authorized. A more realistic figure, at least for the southern states, would be closer to twenty per cent. It would be helpful if an amendment to ESEA would be offered stating rather specifically that the upper limit be placed at twenty-five per cent or some other figure very close to that. Then, the guidelines would have to reflect that figure.

I have great confidence in your ability, individually and collectively, to present to the Congress of the United States our concerns about federal control through guidelines.

Sincerely yours,

JOSEPH C. GLORIOSO,  
Supervisor, Federally Supported Programs.

U.S. SENATE,  
OFFICE OF THE MAJORITY LEADER,  
Washington, D.C., June 21, 1967.

HON. LISTER HILL,  
Chairman, Labor and Public Welfare Committee,  
U.S. Senate.

DEAR MR. CHAIRMAN: Enclosed is a copy of a detailed letter I have received from Miss Harriet Miller, Superintendent of Public Instruction for the State of Montana expressing concern about possible changes in the allocation procedures of Title I of the Elementary and Secondary Education Act.

As you know, Miss Miller is a strong advocate of programs which would be adjustable to the needs of states like Montana which are sparsely populated and extensive in land area. Miss Miller raises several questions about Title I of ESEA and I thought perhaps that it is something that your Committee might consider prior to reporting such legislation.

Thank you for your cooperation, and with best personal wishes, I am

Sincerely yours,

MIKE MANSFIELD.

(Enclosure.)

SUPERINTENDENT OF PUBLIC INSTRUCTION,  
Helena, Mont., June 15, 1967.

HON. MIKE MANSFIELD,  
Office of the Majority Leader,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR MANSFIELD: We should like to draw your attention to a matter of increasing concern respecting legislation for Title I of the Elementary and Secondary Education Act.

For fiscal years 1966 and 1967, Montana received the following allocations for Title I programs:

Program	Agency	1966 allocation	1967 allocation
Disadvantaged children.....	School districts.....	\$3,756,470	\$2,993,356
Handicapped children.....	State institutions.....	138,235	104,374
Juvenile delinquents.....	do.....		10,208
Dependent and neglected.....	do.....		5,935
Migrant children.....	State program.....		102,932
Total.....		3,894,705	3,216,805

The \$3,216,805 figure for FY 1967 was based on the rate of spending for FY 1966. Once this figure was determined, the allocations for handicapped, juvenile delinquents, dependent and neglected, and migratory children's programs were subtracted, leaving \$2,993,356 for allocation to school districts for the disadvantaged children's program, the major purpose of Title I ESEA in FY 1967.

We are now informed that, under proposed legislation, Montana will not receive less than \$3,216,805 for Title I programs for FY 1968. However, we are also informed that, through a revision of the formula, it is planned to allocate more funds for juvenile delinquent, dependent and neglected, and migrant children's programs in FY 1968. For example, one U.S. Office of Education official has advised us that the FY 1968 allocation for the migrant children's program may exceed \$330,000.

If this is correct, and if we assume there will not be a substantial increase in the total state allocation for Title I, there will be considerably less money to allocate to school districts for the disadvantaged children's program in FY 1968.

The following figures illustrate the possible result for FY 1968 as compared with the previous allocations for the disadvantaged children's program:

Fiscal year	Amount of allocation	Decrease
1966.....	<sup>1</sup> \$3,756,470	
1967.....	<sup>1</sup> 2,993,356	<sup>1</sup> \$763,114
1968.....	<sup>2</sup> 2,760,000	<sup>2</sup> 243,356

<sup>1</sup> Actual.  
<sup>2</sup> Estimate.

The estimate of \$2,750,000 for disadvantaged children for FY 1968 is determined by using \$3,216,805 as the minimum allocation for Title I and subtracting therefrom the estimated \$330,000 for the migrant children's program and making allowance for a further reduction because of similar potential increases in the juvenile delinquent and dependent and neglected children's programs.

Such a procedure would result in our school districts receiving less money, for the second consecutive year, for programs which now occupy positions of significant importance in district programming.

On the other hand, let us assume there will be a reasonable increase in Montana's allocation for Title I programs for FY 1968. Latest information suggests the possibility of approximately \$3.6 million or \$3.7 million, based on the \$2,000 or \$3,000 low-income factors respectively. If we accept the \$3.6 million figure, there would be an increase of approximately 4% in the disadvantaged children's program for FY 1968, as compared with FY 1967, or a decrease of approximately 17% for FY 1968 as compared with FY 1966.

In all these computations it should be pointed out that, by virtue of amendments to the law, approximately 80 school districts, not eligible for the disadvantaged children's program in FY 1966, became eligible in FY 1967, and will no doubt be eligible in FY 1968. This factor has, of course, had the effect of further reducing the allocations for the school districts which were eligible in FY 1966.

The proposed amount of \$330,000 for the migrant children's program represents a potential expenditure of approximately \$200 per migrant child in a 4 or 6 week summer educational program for FY 1968. In contrast, for the FY 1966 the average expenditure per disadvantaged child in summer programs for the nation and Montana were \$87.39 and \$91.03 respectively. It is interesting to note the highest cost per disadvantaged child in FY 1966 was \$185.49 for Alaska.

The information in the preceding two paragraphs is based on:

1. ESEA Title I Program Information #58 from the U.S. Office of Education indicating 1,662 migratory children in Montana for FY 1966; and
2. Notes and Working Papers Concerning the Administration of Programs Authorized under Title I of Public Law 89-10, Prepared for the Subcommittee on Labor and Public Welfare, U.S. Senate, Chapter 5, Table 9, page 898.

It is our considered view that the subject of migrant children's program should be carefully reviewed. We believe there is a place for such a program.

We do not believe, however, that an inordinate emphasis should be placed on this program at the expense of others.

I should appreciate your usual careful consideration of this matter.

Sincerely,

HARRIET MILLER,  
State Superintendent.

U.S. SENATE,  
OFFICE OF THE MAJORITY LEADER,  
Washington, D.C., July 19, 1967.

Hon. LISTER HILL,  
Chairman, Labor and Public Welfare Committee,  
U.S. Senate.

DEAR MR. CHAIRMAN: Following up my letter of June 21, I am providing you with some additional information about the allocation of Title I ESEA funds for the Fiscal Year 1968.

I thought this statistical information contained in Miss Miller's letter would be helpful in explaining in more detail the problems of disproportion of allocations in the State of Montana.

Thank you for your further consideration, and with best personal wishes, I am

Sincerely yours,

MIKE MANSFIELD.

SUPERINTENDENT OF PUBLIC INSTRUCTION,  
Helena, Mont., July 10, 1967.

Hon. MIKE MANSFIELD,  
Office of the Majority Leader,  
U.S. Senate, Washington, D.C.

DEAR SENATOR MANSFIELD: With further reference to our letter of June 15, we are now able to confirm the observations we made with respect to the allocation of Title I ESEA funds for FY 1968.

We have just received from the U.S. Office of Education notification of the resolution continuing Title I ESEA programs together with a grand award in the amount of \$2,806,091 for disadvantaged children for Montana and preliminary estimated amounts for all states based on both the \$2,000 and \$3,000 low-income levels.

Comparisons of the amounts for the various Title I programs are as follows:

Program	Fiscal year 1967	Fiscal year 1968 \$2,000 low-income level	Fiscal year 1968 \$3,000 low-income level
Disadvantaged .....	\$2, 993, 356	\$2, 806, 091	\$2, 933, 996
Handicapped .....	104, 374	93, 769	64, 567
Juvenile delinquent .....	10, 208	27, 244	18, 759
Dependent and neglected .....	5, 935	15, 839	10, 907
Migrant .....	102, 932	273, 862	188, 576
Administration .....	75, 000	75, 000	75, 000
Total .....	3, 291, 805	3, 291, 805	3, 291, 805

On the basis of these figures, school districts would lose \$59,360 or \$187,265, depending on which low-income level is finally accepted, for the disadvantaged children's program in FY 1968 as compared with FY 1967.

Additionally, the state institutions for the handicapped would lose \$10,605 or \$39,807.

These reductions would be due primarily to the substantial increase, \$85,644 or \$170,930, for the Migrant Children's Program.

Sincerely,

HARRIET MILLER,  
State Superintendent.

U.S. SENATE,  
COMMITTEE ON FINANCE,  
Washington, D.C., June 21, 1967.

Hon. WAYNE MORSE,  
Chairman, Subcommittee on Education, Senate Labor and Public Welfare Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: Enclosed is a copy of a letter I have received from Montana's Superintendent of Public Instruction, Miss Harriet Miller. Miss Miller questions the allocation of funds for programs under the Elementary and Secondary Education Act that, under a revised formula, would place an emphasis of dubious value to Montana on the migrant children's program at the expense of the program for disadvantaged children and others.

I write in the hope that your subcommittee will review this policy during your deliberations on the Elementary and Secondary Education amendments. In the meantime, I have asked Commissioner Howe for his comments and will forward a copy of his reply when it has been received.

Thank you very much for your courtesies.

Very truly yours,

LEE METCALF.

Enclosure.

SUPERINTENDENT OF PUBLIC INSTRUCTION,  
Helena, Mont., June 14, 1967.

Hon. LEE METCALF,  
U.S. Senate,  
Washington, D.C.

DEAR LEE: We should like to draw your attention to a matter of increasing concern respecting legislation for Title I of the Elementary and Secondary Education Act.

For fiscal years 1966 and 1967, Montana received the following allocations for Title I programs:

Program	Agency	1966 allocation	1967 allocation
Disadvantaged children.....	School districts.....	\$3,756,470	\$2,993,356
Handicapped children.....	State institutions.....	138,235	104,374
Juvenile delinquents.....	do.....		10,208
Dependent and neglected.....	do.....		5,935
Migrant children.....	State program.....		102,932
Total.....		3,894,705	3,216,805

The \$3,216,805 figure for FY 1967 was based on the rate of spending for FY 1966. Once this figure was determined, the allocations for handicapped, juvenile delinquents, dependent and neglected, and migratory children's programs were subtracted, leaving \$2,993,356 for allocation to school districts for the disadvantaged children's program, the major purpose of Title I ESEA in FY 1967.

We are now informed that, under proposed legislation, Montana will not receive less than \$3,216,805 for Title I programs for FY 1968. However, we are also informed that, through a revision of the formula, it is planned to allocate more funds for juvenile delinquent, dependent and neglected, and migrant children's programs for FY 1968. For example, one U.S. Office of Education official has advised us that the FY 1968 allocation for the migrant children's program may exceed \$330,000.

If this is correct, and if we assume there will not be a substantial increase in the total state allocation for Title I, there will be considerably less money to allocate to school districts for the disadvantaged children's program in FY 1968.

The following figures illustrate the possible result for FY 1968 as compared with the previous allocations for the disadvantaged children's program:

Fiscal year	Amount of allocation	Decrease
1966.....	<sup>1</sup> \$3,756,470	
1967.....	<sup>1</sup> 2,993,356	<sup>1</sup> \$763,114
1968.....	<sup>2</sup> 2,750,000	<sup>2</sup> 243,356

<sup>1</sup> Actual.  
<sup>2</sup> Estimate.

The estimate of \$2,750,000 for disadvantaged children for FY 1968 is determined by using \$3,216,805 as the minimum allocation for Title I and subtracting therefrom the estimated \$330,000 for the migrant children's program and making allowance for a further reduction because of similar potential increases in the juvenile delinquent and dependent and neglected children's programs.

Such a procedure would result in our school districts receiving less money, for the second consecutive year, for programs which now occupy positions of significant importance in district programming.

On the other hand, let us assume there will be a reasonable increase in Montana's allocation for Title I programs for FY 1968. Later information suggests the possibility of approximately \$3.6 million or \$3.7 million, based on the \$2,000 or \$3,000 low-income factors respectively. If we accept the \$3.6 million figure, there would be an increase of approximately 4% in the disadvantaged children's program for FY 1968, as compared with FY 1967, or a decrease of approximately 17% for FY 1968 as compared with FY 1966.

In all these computations it should be pointed out that, by virtue of amendments to the law, approximately 80 school districts, not eligible for the disadvantaged children's program in FY 1966, became eligible in FY 1967, and will no doubt be eligible in FY 1968. This factor has, of course, had the effect of further reducing the allocations for the school districts which were eligible in FY 1966.

The proposed amount of \$330,000 for the migrant children's program represents a potential expenditure of approximately \$200 per migrant child in a 4 or 6 week summer educational program for FY 1968. In contrast, for the FY 1966 the average expenditures per disadvantaged child in summer programs for the nation and Montana were \$87.39 and \$91.03 respectively. It is interesting to note the highest cost per disadvantaged child in FY 1966 was \$185.49 for Alaska.

The information in the preceding two paragraphs is based on:

1. ESEA Title I Program Information #58 from the U.S. Office of Education indicating 1,662 migratory children in Montana for FY 1966; and
2. Notes and Working Papers Concerning the Administration of Programs Authorized under Title I of Public Law 89-10, Prepared for the Subcommittee on Labor and Public Welfare, U.S. Senate, Chapter 5, Table 9, page 898.

It is our considered view that the subject of migrant children's program should be carefully reviewed. We believe there is a place for such a program. We do not believe, however, that an inordinate emphasis should be placed on this program at the expense of others.

I should appreciate your usual careful consideration of this matter.

Sincerely,

HARRIET MILLER,  
State Superintendent.

JULY 13, 1967.

Hon. LEE METCALF,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR METCALF: Thank you for your letter of June 21 to Commissioner Howe requesting comments on issues raised by Miss Harriet Miller, Montana State Superintendent of Public Instruction.

The maximum allocation for the migrant program is based on statistics furnished by the U.S. Department of Labor representing full-time equivalency rather than numbers of children. To arrive at this full-time equivalent for 3 months during the summer would mean that the number of children eligible for service would be 69.16. Thus the amount per child under the migrant program is the same as for other children served.

The amount available for the migrant, neglected and delinquent programs for 1967 was 24 percent of the maximum authorization, or \$12 million and was earmarked in the appropriation act. The appropriation language for 1968 does not set aside a specific amount for these programs so that the provisions of Public Law 89-10, as amended, apply with respect to a ratable reduction when the amount appropriated is less than the authorization. Each program, therefore, receives the same percentage of its maximum authorization.

In the case of the migrant program the amount available in 1968 is increased to 68.5 of the authorization at the \$2,000 income level. For the programs of the disadvantaged and the handicapped children, the percentage drops from 75 percent in 1967 to 68 percent in 1968.

Although all the data for completing the allocations for Fiscal Year 1968 are not yet available, the following represents our best estimates under the legislation as currently enacted (\$3,000 low-income factor) and the amendments passed by the House in H.R. 7819 (\$2,000 low-income factor). These estimates are based on the amount included in the appropriation bill as passed by the House.

Program	Agency	1968 estimated allocation	
		H.R. 7819	Public Law 89-10
Disadvantaged children.....	School districts.....	\$3,065,700	\$3,262,269
Handicapped children.....	State institutions.....	102,444	71,791
Juvenile delinquents.....	do.....	29,764	20,858
Dependent and neglected.....	do.....	17,305	12,127
Migrant children.....	State program.....	299,198	209,675
Total.....		3,514,411	3,576,720

You will note that the amounts estimated to be available to local school districts under either formula are greater than the amount that was available in 1967.

If the Office of Legislation can be of further assistance, please let us know.

Sincerely yours,

ALBERT L. ALFORD,  
*Assistant Commissioner for Legislation.*

U.S. SENATE,  
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
*Washington, D. C., March 21, 1967.*

Senator WAYNE MORSE,  
*Chairman, Subcommittee on Education, Senate Committee on Labor and Public Welfare, New Senate Office Building, Washington, D.C.*

DEAR SENATOR MORSE: In the enclosures, Miss Harriet Miller, Montana Superintendent of Public Instruction, has some suggestions for improvement of the Elementary and Secondary Education Act of 1965 and extension of the National Defense Education Act.

Miss Miller is one of the best chief state school officers in the United States. I share her views on these important problems.

Very truly yours,

LEE METCALF.

(Enclosures : 2.)

SUPERINTENDENT OF PUBLIC INSTRUCTION,  
*Helena, Mont., March 7, 1967.*

HON. LEE METCALF,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR METCALF: As you know, June 30, 1968 is the expiration date of the National Defense Education Act of 1958, as amended.

In the opinion of most Montana school people, the National Defense Education Act programs have functioned efficiently to improve classroom instruction in a number of subject areas. Regulations governing the program have been reasonably easy to interpret and administer, and simple application procedures have allowed schools to obtain the equipment and material actually needed in their classrooms with a minimum of paper work.

We will appreciate your efforts in this Congress to extend the National Defense Education Act before the expiration date of June 30, 1968, and would respectfully request that if the Act is extended, every effort be made to provide sufficient fiscal authorization to finance the many subject areas currently included under this Act.

Thank you again for your continuing interest and assistance in support of more adequate education programs.

Sincerely,

HARRIET MILLER,  
*State Superintendent.*

SUPERINTENDENT OF PUBLIC INSTRUCTION,  
*Helena, Mont., March 7, 1967.*

Hon. LEE METCALF,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR METCALF: Thank you for your letter of March 1 in which you enclose a copy of the President's Message respecting health and education.

I am in accord with many of the recommendations he has outlined in his message for the improvement of existing programs and also the recommendations for new programs.

Many of the observations we have expressed from time to time concerning the Elementary and Secondary Education Act appear to be incorporated in the President's Message.

Briefly, I would like to summarize some of the major revisions which I think should be made to improve some of the existing programs:

1. *Title I, Elementary and Secondary Education Act of 1965*

a. Early appropriation of funds. Only this week we are in the process of making fiscal school district allocations for the current school year in which less than three months of school remain. It is not possible for school administrators to plan effectively under such circumstances. It would be reasonable to expect early appropriations of funds for 1968, perhaps no later than May, in order to permit school administrators to make timely commitments for school personnel to be employed in the Title I program for the next fiscal year.

b. Additional administrative funds. Experience has proven that a program of this magnitude and scope cannot be administered properly on an amount of \$75,000 per annum for state agency work and responsibility. We understand the U.S. Office of Education is supporting a technical amendment to the law providing a minimum of \$150,000 for state agency administration, and we are heartily in accord with that proposal.

2. *Title III, Elementary and Secondary Education Act of 1965*

We are not satisfied with the present mode of operation of the Title III program which infringes on the responsibilities of the state educational agency, resulting in a duplication of effort and a lack of coordination and direction. We strongly urge measures to strengthen the role of the state agencies in the Title III program, including a provision for state agency administrative funds. Such changes would afford the state agencies the opportunity to provide leadership and needed direction in the planning, approval and funding processes of the program.

3. *Title V, Elementary and Secondary Education Act of 1965*

We believe that revisions in the present formula are required to provide a more equitable distribution of Title V funds to state agencies for the purpose of strengthening the state leadership resources. In this regard, we favor amendment of the present formula to maintain 45% on a flat grant basis and 55% on the basis of relative pupil population for all funds allocated under Section 502, with an additional provision of a floor of \$100,000 per state, to be achieved before any money is distributed on the basis of relative pupil population.

4. *National Teacher Corps, Title V, Part B, The Higher Education Act of 1965*

With our state agency resources spread so thinly, over state and federal programs, it is not possible for us to give the voluntary assistance and to exercise the role expected in the National Teacher Corps program. Consideration should be given to amendment of the law to provide funds for state agency administration of the program with provision also being made for state agencies to exercise a greater leadership role than is presently the case. We consider the program one of merit with great potential which cannot be realized until provision for state agency administration can be made for Montana and other states with similar problems.

5. *Title VI, Elementary and Secondary Education Act of 1965*

Once funds have been appropriated for this program, we anticipate an even greater shortage of professional personnel in this area. For this reason, we support and encourage all efforts which may be made by the Congress to implement

the President's recommendations for recruiting personnel to work with handicapped children.

I trust these views and observations may be helpful.

Sincerely,

HARRIET MILLER,  
*State Superintendent.*

U.S. SENATE,  
COMMITTEE ON AERONAUTICAL AND SPACE SCIENCES,  
*Washington, D.C., August 10, 1967.*

HON. WAYNE MORSE,  
*Chairman, Subcommittee on Education, New Senate Office Building, Washington, D.C.*

(Attention: Mr. Charles Lee.)

MY DEAR MR. CHAIRMAN: I am sending along to you a copy of a letter I have received from the Minneapolis Public Schools, detailing the difficulties which will be caused if the Title I formula changes from \$2,000 to \$3,000 this year without an adequate appropriation.

The picture of what this will mean to next summer's program for the Minneapolis schools, added to the Teachers Corps loss and an apparent drop in Neighborhood Youth Corps funds does not paint a pretty picture.

I pass this letter along to you for whatever use your committee can make of it. I just believe it is essential that we take care of schools which have concentrations of urban poverty.

With warmest personal regards.

Sincerely,

WALTER F. MONDALE.

(Enclosure.)

MINNEAPOLIS PUBLIC SCHOOLS,  
*Minneapolis, Minn., August 4, 1967.*

HON. WALTER MONDALE,  
*Senate Office Building, Washington, D.C.*

DEAR SENATOR MONDALE: I have been informed by our State Department of Education that we are now operating on a continuing resolution for Title I of the Elementary and Secondary Education Act. In reviewing the implications of this with the Superintendent John B. Davis, Jr. we find that the change from \$2,000 family income eligibility figure to the \$3,000 family income figure will reduce the Minneapolis Public Schools Title I entitlement by \$750,000. While our number of eligible children will increase slightly, the increase in eligibles between \$2,000 and \$3,000 in rural areas is so great that the amount of money available for each eligible child would be significantly reduced.

Due to the uncertainty of the decision between the \$2,000 and \$3,000 base within this Act, and the fact that Congressional appropriations are not made early enough for us to implement programs and hire personnel for the regular school year we have used the money between our projected and actual allocation for summer programs. These summer projects must be written late in the school year in competition with many other summer opportunities for teachers.

This year we provided an Urban Area Summer School Program for 5,295 boys and girls in 23 center city schools at a total cost of \$918,948. The possible loss next year of \$750,000 will leave us with little or no money for a summer operation. With the potential of continued unrest in our central city we do not feel that it would be wise to eliminate our summer programs; however, we cannot commit the large number of personnel needed on a tentative basis.

We hope that you will be able to either maintain the \$2,000 family income eligibility figure or include a provision in this year's law that will not reduce the level of funding for a local school district. The fact is that even though the State receives no less than it did last year, the larger cities would lose significant amounts of money needed to provide programs for center city children.

Thank you for your consideration of our grave concerns and your continued support.

Sincerely yours,

DONALD D. BEVIS.

U.S. SENATE,  
COMMITTEE ON PUBLIC WORKS,  
Washington, D.C., August 22, 1967.

Senator WAYNE MORSE,  
Chairman, Subcommittee on Education, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR WAYNE: During deliberations on H.R. 7819, the House Education and Labor Committee amended Title I of the Elementary and Secondary Education Act of 1965 by adding authority for the education of "other Indian children on reservations." I interpret this amendment to include State Indian reservation school children.

The State of Maine operates three schools for Indian children on three State Indian reservations. The Penobscot Tribe has one school on Indian Island in Penobscot County. The Passamaquoddy Tribe has two schools, one at the Peter Dana Point Reservation and one at the Pleasant Point Reservation in Washington County. Enrollment for the school year 1966-67 shows that a total of 234 elementary school children are educated at the three schools. A secondary education for an additional 58 Indian school children was provided outside the reservations.

The State has received limited assistance under Titles I and II of P.L. 89-10, but there remains a crucial educational lag in the achievements of the Indian school children and the national average. Comparisons of student achievement in grades 4 through 7 reveal scores two and one-half years below grade level.

Within the Passamaquoddy Indian community there is a direct correlation between low educational achievement and high unemployment. For instance, there has been only one Indian Township (Passamaquoddy Tribe) high school graduate in the last 15 years. The educational deficiency of the Indians prohibits them from obtaining jobs which require a high school education.

The Indian children living on the State reservations have special educational problems largely created by educational, cultural and economic deprivation. In view of our failure in the past to include these children in benefits and programs which flow to Federal reservation Indians, I believe the time has come when we must act to broaden the Elementary and Secondary Education Act to provide special assistance to this underprivileged group. I hope that you will make it clear in your committee report on the Elementary and Secondary Education Act amendments the intent of the Congress that this be done.

I strongly urge that your committee retain the House amendment to provide authority for the education of "other Indian children on reservations."

With best wishes,  
Sincerely,

EDMUND S. MUSKIE,  
U.S. Senator.

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CONGRESS OF THE UNITED STATES,  
JOINT COMMITTEE ON ATOMIC ENERGY,  
Washington, D.C., September 12, 1967.

HON. WAYNE MORSE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR MORSE: For your information I am enclosing correspondence which I received from Mr. Vincent J. Gallucci, an administrator in a Title I project funded under the Elementary and Secondary Education Act.

I thought you would find Mr. Gallucci's comments of interest.  
Sincerely yours,

JOHN O. PASTORE,  
U.S. Senator.

(Enclosure.)

WEST WARWICK, R.I., September 9, 1967.

Senator JOHN O. PASTORE,  
U.S. Senate, Washington, D.C.

MY DEAR SENATOR PASTORE: As an administrator in a Title I project funded under the ESEA Act of 1965, I feel qualified and justified in requesting that you initiate of support changes which will improve this legislation. As one who has

been involved in these projects, I am well aware of how successful they are and how much the participating children benefit from them, however, I have also observed some serious limitations in the Act which I share with you.

1. The legislation which in spirit is designed to make monies available for local communities to establish programs for their disadvantaged youth distributes these monies in a totally inequitable manner. Since it makes eligible only certain areas in a community, it totally disregards all other children in the community, disadvantaged or not, who do not live in these attendance areas. For the disadvantaged it is a game of chance. If you are "lucky" enough to live in an area heavily populated with disadvantaged children you are eligible—otherwise you are out. We hear so much about discrimination today but how about the "poor rich kid". Although he can't read and consequently may some day be a disadvantaged adult, existing legislation seems oblivious to his needs. I have had much difficulty attempting to explain these inequities to indignant parents whose children may not even apply for the programs. If I haven't been very successful in justifying Title I regulations, it's because I fail to see the logic myself.

If general aid is not forthcoming, I respectfully submit that you consider the feasibility of having Title I funds distributed on a percentage basis rather than an all or nothing at all arrangement. This would allow all schools to provide better services for their educationally disadvantaged rather than a select few in each community.

2. The concept of categorical aid is in complete disregard of the efforts that local communities are making to educate their youth. I think that you will agree that the effort has become a strained one because the local taxpayer is finding it increasingly difficult to shoulder the major burden of supporting public education. In view of this, it seems reasonable that before we start creating new and innovative programs (what Title I is all about) that we first of all improve and strengthen what we already have. After all it is the fulltime day school program that does and will affect the disadvantaged children and all others for the greater part of their school experience. It seems incongruous and ludicrous that there are places in our country where a child must attend a substandard school, ill equipped, with limited supplies and materials, and over-sized classes for five hours a day and then at the end of the regular school day he is educated in the 20th century splendor of a Title I program.

I respectfully request that you consider that the expenditure of federal funds as general aid to local communities can better alleviate the existing problems of public education than categorical aid.

My apologies for being so lengthy. I feel certain that you will consider the thoughts that I have expressed and thank you for this.

Sincerely,

VINCENT F. GALLUCCI.

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(Amended House Joint Resolution 50)

JOINT RESOLUTION Expressing the desire of the 107th Ohio General Assembly for the repeal or modification of eighteenth and nineteenth century Congressional laws affecting administration of school and ministerial lands, and to request the Auditor of State, supervisor of school and ministerial lands, to prepare for submission to the U.S. Congress, through members of the Ohio Congressional delegation, a proposal for such repeal or modification.

Whereas, following the American Revolutionary War the United States Congress found it necessary to redeem script issued to persons who loaned money to finance the war, to redeem warrants given to soldiers who fought in the war, and to encourage settlers to migrate to the open frontier to form outposts against the Indians; and

Whereas, the Congress achieved these objectives with a series of acts beginning May 20, 1785 providing for sales and grants of lands in the northwest territory, including lands now within the state of Ohio; and

Whereas, by the act of May 20, 1785 the Congress established procedures for surveying and laying out township plats for lands now within the state of Ohio, but provided that:

"There shall be reserved (for the United States) the lot number 16 of every township for the maintenance of public schools within the said township . . ." (Vol. 1, Laws of the U.S. 565); and

Whereas, by order of July 23, 1787 authorizing the board of the treasury to contract for sales of lands in the northwest territory the Congress re-affirmed the reservation in the May 20, 1785 act and further provided that:

"The lot number 29 in each township or fractional part of a township *to be given perpetually* for the purpose of religion." (Emphasis added.) (Vol. 1, Laws of the U.S. 573); and

Whereas, by deeds executed May 10, 1792 and September 30, 1794, President Washington conveyed lands in the northwest territory to the Ohio Company and associates and Judge John Cleeves Symmes and associates, respectively, restating the reservations of lot 16 for schools and lot 29 for religion; and

Whereas, by act of February 1, 1826 the Congress authorized the Ohio Legislature to sell lots previously reserved for *schools*, but required the Legislature:

"... to invest the money arising from the sale thereof, in some productive fund, the proceeds of which shall be *forever applied*, under the direction of said Legislature, for the use and support of schools within the several townships and districts of country, for which they were originally reserved and set apart, and for no other use or purpose whatsoever: Provided, Said land, or any part thereof, shall, in no case, be sold without the consent of the inhabitants of such township, or district, to be obtained in such manner as the legislature of said state shall by law direct: and provided, also, that, in the apportionment of the proceeds of said fund, each town ship and district aforesaid shall be entitled to such part thereof, and no more, as shall have accrued from the sum or sums of money arising from the sale of the school lands belonging to such township or district." (Emphasis added.) (Vol. 7, Laws of the U.S. 434); and

Whereas, by act of February 20, 1833 the Congress authorized the Ohio Legislature to sell lots reserved for *religion* within the Ohio Company's and Judge Symmes' purchases, but required the Legislature:

"... to invest the money arising from the sale thereof in some productive fund; the proceeds of which shall be *forever annually applied*, under the direction of said Legislature, for the support of religion within the several townships for which said lands were originally reserved and set apart, and for no other use or purpose whatsoever, according to the terms and stipulations of the contracts of said Ohio Company's and John Cleeves Symmes' purchase within the United States: Provided, Said land, or any part of it, shall in no case be sold without the consent of the person who may be the lessee thereof, nor without the consent of the inhabitants of the township within which any such land may be situated, to be obtained in such manner as the Legislature of said State shall, by law, direct: And, provided, also, That in the apportionment of the proceeds of said fund, each township within the districts of country aforesaid, shall be entitled to such portion thereof, and no more, as shall have accrued from the sum or sums of money arising from the sale of the church land belonging to such township." (Emphasis added.) (Vol. 8, Laws of the U.S. 770.771); and

Whereas, pursuant to House Resolution 90, adopted July 25, 1965 by the Ohio House of Representatives, the subject of administering the lands and funds reserved by the Congress for school and religious (ministerial) purposes was encompassed within a comprehensive 1966 land-management study conducted by the Ohio Legislative Service Commission; and

Whereas, the January, 1967 Legislative Service Commission Staff Research Report No. 78 concludes that "Ohio is the only state encumbered by ministerial lands' provisions", and that:

"The (school and ministerial) lands represent an anachronism. They are often managed by the state for the benefit of those who hold them in lease, to the detriment of other taxpayers, since the state receives no money for performing these functions. In the case of the ministerial lands, the beneficiaries are the specified religious societies. This raises a question relevant to current views on the constitutionality of such church/state relationships. In a purely managerial sense, various nineteenth century congressional laws hamper efforts at rapid divestiture and efficient leasing. It seems likely that ultimately the state will have to consider either seriously modifying the procedural requirements or divesting itself of the function of managing the ministerial lands altogether." (LSC Staff Research Report No. 78, p. 49); and

Whereas, the Auditor of State, responsible under Ohio law for supervising school and ministerial lands and funds, reports that:

"Today the entire operation is a maze of complicated methods required in the

distribution of trust funds, trivial rental fees and appraisals existing as a result of 99-year leases, and a costly and inefficient management program required by ancient law." ; and

Whereas, until the eighteenth and nineteenth century Congressional laws are repealed or modified, the Ohio General Assembly is without authority to provide for efficient, equitable administration or disposition of the state's school and ministerial lands and trust funds ; therefore be it

Resolved, That the 107th Ohio General Assembly hereby expresses its desire for the repeal or modification of the Congressional laws of 1785, 1826 and 1833, and any related U.S. laws, to the end that the Assembly shall have authority to provide for efficient, equitable administration or disposition of the state's school and ministerial lands, and of the funds relating to both ; and be it further

Resolved, That the Auditor of State of Ohio, supervisor of school and ministerial lands, is hereby requested to prepare for submission to the United States Congress, through members of the Ohio Congressional delegation, a proposal for such repeal or modification ; and be it further

Resolved, That duly attested copies of this Resolution be transmitted forthwith to the Auditor of State of Ohio, the Vice President of the United States, the Speaker of the House of Representatives of the United States, and to each member of Congress from Ohio.

\_\_\_\_\_  
Speaker of the House of Representatives.

\_\_\_\_\_  
President of the Senate.

Adopted -----, 1967.

NEW MEXICO STATE SENATE,  
OFFICE OF THE PRESIDENT PRO TEM,  
Santa Fe, N. Mex., March 17, 1967.

Senator CLINTON P. ANDERSON,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR ANDERSON : I would like to express my concern and the concern which I feel is mutual on the part of many legislators about the diminishing control on the part of local and state government in matters of education.

Although the federal money Congress has allotted to the states has been of no little consequence and in general has been put to a very good use, I feel that we should take another look at certain restrictions that go with federal aid.

I believe that our interest in development of nationwide education policy will be welcome by our representatives and senators in Washington when brought to their attention, but any policy limiting the administration on state and local level should be considered very carefully in the acts providing the funds. A recent analysis of some forty or more acts to aid elementary and secondary education have become law prior to 1965 and it should be pointed out that about two-thirds of these laws were passed in the last 8 years. In the past 3 years the increase to New Mexico has amounted to around 200%. Most people involved are beginning to realize the allocation of federal funds together with the guide lines for their expenditure are having a tremendous effect on local interest and control on education.

After many years of concerted effort and study as member of the School Study Committee in which I served as Chairman and as member of the Education Commission of the States, I feel that Congress should take another look at both present and future federal aid programs to education on the basis of state responsibility. Because of our unique methods of distribution in New Mexico, we find many times where certain federal aid creates inequities in distribution.

The State of New Mexico has traditionally distributed its funds to school districts on a per pupil basis with no differential made for those districts who receive excessive federal and/or local funds. This situation coupled with the method of distributing federal funds, has made an extreme and unfair discrepancy in the amount of funds the districts have with which to finance their local school programs. To illustrate we would cite two districts with approximately the same number of students as well as local evaluation; one must operate with \$431 per pupil per year, whereas the other receiving excess federal

funds are able to spend \$652 per pupil in the operation of their program. Among other inequities caused by situations such as these, one district is able to pay beginning salaries of \$4,850, whereas the more fortunate district operates with beginning salaries at \$6,100. Masters Degree salaries vary from \$5,000 to \$8,100.

As you know, New Mexico stands at the very top in the nation in support of education from a state level. I would certainly appreciate your giving consideration to the points I have set out herein.

With best personal regards, I remain,

Yours sincerely,

R. C. "IKE" MORGAN,  
*President Pro Tem.*

OREGON STATE SENATE,  
*Salem, Oreg., May 17, 1967.*

HON. WAYNE MORSE,  
*Senator, U.S. Congress,  
Senate Office Building,  
Washington, D.C.*

DEAR SENATOR MORSE: I am opposed to this amendment. Direct Federal grants to private and public colleges and universities have been propitious, equitable and fair. I believe a continuance of this policy to be in the best interests of education.

Sincerely,

GEORGE EIVERS.

DEPARTMENT OF EDUCATION,  
*Sacramento, Calif., April 21, 1967.*

HON. WAYNE MORSE,  
*U.S. Senate, Washington, D.C.*

DEAR SENATOR MORSE: The California State Board of Education, at its regular meeting on Thursday, April 13, 1967, adopted the enclosed resolution in support of the National Defense Education Act and the Elementary and Secondary Education Act.

I have been directed, as Executive Officer of this Board, to transmit this resolution to you.

Sincerely,

MAX RAFFERTY.

(Enclosure.)

RESOLUTION IN SUPPORT OF THE NATIONAL DEFENSE EDUCATION ACT AND  
ELEMENTARY AND SECONDARY EDUCATION ACT

Whereas, the California State Board of Education supports Title III of the National Defense Education Act, and Title I of the Elementary and Secondary Education Act; and

Whereas, these two programs have significantly improved the educational program of the State of California in the following manner: Title III of the National Defense Education Act through providing assistance in developing children, youth and young adults to their greatest potential; giving teachers the opportunity to keep up-to-date in new knowledge and subject matter and develop new teaching techniques and skills by providing program supervision and related services; and Title I of the Elementary and Secondary Education Act by providing programs to meet the educational needs of disadvantaged children, thereby resulting in significant improvement in the educational achievement of children handicapped by poverty; and

Whereas, action on these two programs is pending as follows: The President has requested, for fiscal year 1968, a reduction of National Defense Education Act, Title III, funds from \$79,200,000 to \$47,000,000 for the acquisition of equipment and materials, and has recommended no appropriation for program supervision and related services; and Congress is considering a five-year extension of Title III of the National Defense Education Act with no authorization for funding for equipment and materials acquisition or for support of program supervision and related services; and the House Committee on Education and Labor is recommending amendments to the Elementary and Secondary Education Act, Title I, which would increase the amount of funds to California from \$73,600,000 to \$93,000,000 for fiscal year 1968 under the appropriation request of the President.

Therefore, be it resolved that the State Board of Education urges that the following action be taken: That Congress pass the amendments to the Elementary and Secondary Education Act, Title I, recommended by the House Committee on Education and Labor; and that the President and Congress appropriate the full National Defense Education Act, Title III, authorization for fiscal year 1968 of \$110,000,000 for equipment and materials acquisition, and \$7,500,000 for administration, program supervision and related services; and that Congress support, extend and expand the National Defense Education Act with an annual authorization for funding of no less than \$175,000,000 for equipment and materials acquisition, and include administration, program supervision and related services with an annual authorization for funding of no less than \$15,000,000; and

Be it further resolved that the executive officer of the California State Board of Education is directed to transmit this resolution to the President of the United States, each member of the California congressional delegation, members of appropriate congressional committees, the Director of the Bureau of the Budget, the United States Commissioner of Education, and local governing boards of California school districts through their respective superintendents.

APRIL 13, 1967.

COMMUNICATIONS WORKERS OF AMERICA,  
*Washington, D.C., July 6, 1967.*

HON. WAYNE MORSE,  
*Chairman, Subcommittee on Education, Labor and Public Welfare,  
Senate Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: The more than 2,000 delegates attending the 29th Annual Convention of the Communications Workers of America, held in Kansas City, Missouri, the week of June 19-23, 1967, passed Resolution 29A-67-12, Education—Abatement or Continuation.

Since legislation in the field of education falls within the purview of your committee, I am enclosing a copy of the resolution for your information.

Very truly yours,

J. M. MASSEY,  
*Executive Vice President.*

(Enclosure.)

RESOLUTION 29A-67-12, EDUCATION—ABATEMENT OR CONTINUATION

There is under serious attack today, the measure which may well come to be thought of as the greatest single peace-time achievement of the Kennedy-Johnson Administration. This is the Education Act passed in 1965. The present battle in the Congress of the United States over the 1967 amendments to the Education Act will determine whether or not the Great Society Programs, started in the 89th Congress will be permitted to continue and expand, or be gutted by the opposition into meaningless measures that say much but provide little. We object to playing with our nation's most vital resource, namely, an educated youth.

We believe that the encouragement of an adaptable labor force, fostered through education and training, is second in importance only to provisions of adequate employment opportunities in the facilitation of adjustment, technological, and other changes. We wish to emphasize that we regard the goals of education as far transcending economic objectives. These goals go far beyond economic progress to the development of individuals as persons and as responsible citizens.

Though education is much more than a means of economic progress, it is a decisive factor in the economic advancement of any country. It is our firm conviction that educational opportunity should be open to all. A first principle of a progressive and humane society is that no person shall be deprived by financial barriers or by barriers of ethnic or national origin, race, age, place of residence, or background of the opportunity for maximum growth and development through education. This goal is to be pursued continually with both quantity and quality of education in view. The educational needs of our society include more extensive and better education at all levels from the nursery to the university.

Therefore, be it

Resolved: We in the Communications Workers of America believe that these problems can be surmounted by extended free high-quality education up to and including the doctorate level and that ability and motivation should be the only qualifying factors. This, we believe, is a prescription, not just for better educa-

tion, it is a blueprint for a better America in the years ahead. We therefore call upon the Senate of the United States to restore the appropriations cut from the Education Program in the House of Representatives so that we may move even closer to what we all hold in our hearts—a truly great America.

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RESOLUTION OF THE EXECUTIVE BOARD OF THE COOPERATIVE SCHOOL SERVICE CENTER AT THE UNIVERSITY OF MASSACHUSETTS, AMHERST, MASS.

At the meeting of the Cooperative School Service Center at the University of Massachusetts, the executive board voted to reaffirm their previous resolution on Federal Aid to Education.

The executive board met at the Lord Jeffery Inn in Amherst on January 13, 1967 and was unanimous in its opinion that educational development in the past year has further confirmed the need for the reaffirmation of its previously stated resolution which follows:

A RESOLUTION

The Cooperative School Service Center at the University of Massachusetts; an organization representing fifty public school systems distributed throughout Massachusetts, Vermont, and New Hampshire; hereby resolves that the present pattern of Federal Aid for Education as exemplified by Public Law 89-10 (The Elementary and Secondary Education Act of 1965) is both inequitable in distribution and cumbersome in operation and that; in view of the great and obvious need for Federal Aid to public education; the President of the United States, the Senators and Representatives of the Congress of the United States, the United States Commissioner of Education, the State Commissioners of Education in Massachusetts, New Hampshire, and Vermont, are hereby petitioned to take immediate steps to Amend Public Law 89-10 to provide for the distribution of aid funds through state departments of education to each school district on the basis of the population and the per capita income with a minimum of Federal control and with the elimination of excessively complicated application procedures. The duly assembled membership of the Cooperative School Service Center takes this action for the following reasons:

1. The present application procedures for Federal funds are so complex that the very school districts needing aid to the greatest degree will not be able to prepare competitive applications.
2. The present application procedures place excessive control in the hands of persons unfamiliar with the needs of individual school districts, persons who are most apt to be impressed by the influence that can be exerted by selected school systems and their politically oriented associates.
3. The complexity of the present program (such as the Federal plan writers and reviewers who need state and local plan writers and reviewers to use up the money in order to have something to review) is completely unnecessary in view of availability of capable and honest educators at the local level, educators who can certainly be trusted to expend Federal funds in a meaningful and sincere manner.

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INLAND EMPIRE EDUCATION ASSOCIATION,  
*Spokane, Wash., July 7, 1967.*

HON. WAYNE L. MORSE,  
*Senate Office Building,  
Washington, D.C.*

SIR: The Board of Directors of the Inland Empire Education Association were requested by the 1967 Resolutions Committee to send copies of the resolutions, or extracts thereof, to appropriate agencies, associations and individuals.

Please note Resolutions 3 and 4 which especially apply to the Federal Government and to the financing of education within the states.

Your continued support of educational legislation will be greatly appreciated by the officers and members of the Inland Empire Education Association.

Respectfully yours,

CLIFTON A. HUSSEY,  
*Executive Secretary.*

(Enclosure.)

## REPORT OF THE IEAA RESOLUTIONS COMMITTEE—APRIL 6, 1967

The Resolutions Committee of the Inland Empire Education Association, meeting in Spokane, Washington, this 6th day of April, 1967, offers the following resolutions:

*Be it resolved, in an expression of appreciation for their efforts in contributing to the success of this conference;*

*That* the Inland Empire Education Association has received a most cordial reception from various people and organizations that have helped to make the 65th Annual Session a profitable and pleasant experience. We, therefore, wish to express our deep sense of appreciation to the City of Spokane, the Chamber of Commerce, the Retail Trade Bureau, the participating schools, universities and student groups, the exhibitors, the hotels and motels, the speakers, and all other participants, especially the President, S. Clay Coy; the Executive Secretary, Clifton A. Hussey; the Executive Board; and the news media.

*Whereas, it is incumbent upon us as educators to assume a position of leadership, we resolve:*

1. *That* a compact be formed among the Pacific Northwest States, involving state departments of education, professional associations, teacher training institutions, legislatures, executive branches of state governments, and other concerned agencies, for cooperative effort, working toward reciprocal transfer in the areas of professional certification, retirement benefits, and other aspects of educational interests; and

*Whereas*, adequate financing and an adequate financial structure for operation of the public schools in the States of Idaho, Montana, Oregon and Washington have not been achieved; and

*Whereas*, the Legislatures of these states have consistently failed to meet their obligations for solving the problems of taxation and finding adequate money with which to fund public schools; *therefore, be it resolved:*

2. *That* this body go on record as supporting intelligent, continuing professional action on the part of teachers and related associations consistent with the objectives of public education, and that they be commended for their courage in seeking reasonable solutions to current educational problems.

*We, hereby, further resolve:*

3. *That* we reaffirm our support of general, rather than categorical, Federal support of education;

4. *That* the role of the Federal Government in support of education should be that of a junior partner, allotting supplementary funds directly to state departments of education; and furthermore, that these funds should be appropriated not later than May 1 of the preceding school year in which they are to be used; and further, that the U. S. Office of Education be directed to take action at the earliest practicable times to advise state agencies of entitlements; and

5. *That* copies of the Resolutions, or extracts thereof, adopted at this meeting be forwarded to appropriate agencies, associations and individuals.

The Resolutions Committee moves the adoption of this report.

Respectfully submitted by Earl Ferguson, Klamath Falls, Oregon, Chairman; Dale Zorn, Superior, Montana; Russell Esvelt, Lake Oswego, Oregon; Walter A. Hitchcock, Kennewick, Washington; Carl R. Engebretson, Libby, Montana; Walter Koepl, Kellogg, Idaho; Virgil Larson, Lewiston, Idaho; John Munden, Pullman, Washington.

DISTRICT ADMINISTRATION OFFICES,  
ALFRED I. DU PONT SCHOOL DISTRICT,  
Wilmington, Del., May 24, 1967.

HON. WAYNE MORSE,  
Chairman, Senate Subcommittee on Education  
U.S. Senate, Washington, D.C.

MY DEAR SENATOR MORSE: The concern for and interest in improving the effectiveness of the working relationships among the U.S. Office of Education, the State Education Agencies and the professional associations of the English Language Arts prompts me to call your attention to the resolution attached.

May I solicit your assistance in helping improve educational efforts by supporting the recommendations stated in this resolution. I thank you for your help.

Sincerely,

VIRGINIA WATERS, Secretary,  
The English Language Arts, Advisory Committee of the State of Delaware.  
(Enclosure.)

## RESOLUTION

In order to continue and to increase the effectiveness of the working relationships among the U.S. Office of Education, the State Education agencies and the appropriate professional associations in improving the English language communications functions, including reading, that are essential to all education efforts, *The Association of State English and Reading Specialists* strongly recommends that the U.S. Office of Education maintain and expand the services and resources of the U.S. Office of Education in the English-Reading areas by—

1. maintaining the English-Reading specialist position on a permanent full-time basis and provide additional positions of the same type staffed by similarly highly-qualified professional personnel, and
2. that the primary functions of these positions include :
  - a. a consulting-resource service for all federal agencies concerned with the English-Reading facets of education,
  - b. a consulting service freely available to all State Education Agencies,
  - c. a liaison-consulting service freely available to the national professional organizations concerned with similar educational functions, including but not exclusive to the Association of State English and Reading Specialists, the International Reading Association, the National Council of Teachers of English, the College Reading Association, and the National Reading Conference, and
3. that the financing these positions, including all of the service functions delineated above, be completely and directly a part of the regular budget of the U.S. Office of Education.

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EUFULA, ALA., June 23, 1967.

Senator WAYNE MORSE,  
*Chairman of Education Subcommittee.*

DEAR SENATOR MORSE: Would you please do the people of this country a favor, and help the Green amendments, Public Law 89-10, to get passed when voted on? Sincerely,

Mrs. R. F. MAYS.

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FIRST BAPTIST CHURCH,  
*Gardendale, Ala., June 29, 1967.*

HON. WAYNE MORSE,  
*Senate Office Building,  
Washington, D.C.*

DEAR SENATOR MORSE: This letter is to let you know that I strongly favor the amendments by Rep. Green to the Administration Bill, H.R. 7819, regarding the extension of the Elementary and Secondary Education Act of 1965.

I hope you will see fit to support the bill with these amendments when it comes to the Senate for approval.

Yours very sincerely,

WALTER G. NUNN,  
*Pastor.*

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MARION JUNCTION, ALA., July 19, 1967.

Senator WAYNE MORSE,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR MORSE: As Chairman of the Sub-Committee on Education you have a lot of influence. We urge you to work for the passage of the Green Amendment to Public Law 89-10.

Sincerely,

Mrs. HENRY STROBEL.

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DEPARTMENT OF EDUCATION,  
*Juneau, Alaska, April 13, 1967.*

HON. ERNEST GRUENING,  
*U.S. Senate,  
New Senate Office Building,  
Washington, D.C.*

DEAR SENATOR GRUENING: Thank you very much for your letter of April 5, 1967 and the accompanying information concerning proposed legislation affecting elementary and secondary education in Alaska.

After reviewing the information about the effect on grants to Alaska and Senate Bill 1125, I concur that this legislation will result in increased benefit to Alaska as well as eliminate some of the paper work previously involved in fiscal records and reporting on three separate programs.

The proposed change in the allocation formula which would allow 40% of the funds available to states under the Act to be divided equally among the fifty states would certainly give Alaska and other sparsely populated states a much better break on the allocation of funds.

Thank you again for providing me with information concerning educational legislation and proposed education legislation and for your continuing interest in education in Alaska.

Sincerely yours,

DR. CLIFFORD R. HARTMAN,  
*Acting Commissioner of Education.*

ROUGH ROCK DEMONSTRATION SCHOOL,  
DINE, INC.,  
Chinle, Ariz., June 14, 1967.

Senator WAYNE MORSE,  
*Chairman, Subcommittee on Education, Committee on Labor and Public Welfare,  
U.S. Senate, Washington, D.C.*

DEAR SENATOR MORSE: I am writing this letter in response to a report prepared for your Subcommittee by the Department of Health, Education and Welfare and the Department of Interior. This report is entitled "Quality Education for American Indians, a Report on Organizational Location." As Chairman of the Indian Task Force on Poverty, established prior to the Office of Economic Opportunity, and as a member of the Presidential Task Force on American Indians established last fall, I am well aware of the nature of the problems presented in the report as well as the vast interest reflected therein.

I am writing this letter in no other capacity than that of an individual who has been involved in Indian education throughout my adult life. My views on Indian education are summarized in a report I prepared for the Presidential Task Force on American Indians. You will see that much of your thinking mind and mine coincide.

The major point I wish to make is that no one who knows Indian people and Indian politics would have failed to predict the fact that Indian leaders would oppose the proposed transfer from BIA to HEW; yet anyone who seriously believes the principal that Indians make decisions themselves ought to stand up and be counted.

The reason Indian people have objected to the proposed transfer is not because Indian people do not want the transfer but because they feel such a transfer is a direct step towards termination. The Presidential Task Force addresses itself to this far more effectively and positively than merely supporting the status quo.

Their approach was to recommend the transfer, providing Indian people agreed to it. This apparent incongruity could be cleared up through a congressional disavowal of termination as the intent of congress and by a Presidential message to that effect. In other words, I believe and many others believe that if you can extract considerations of termination, the Indian people, on the merits, would accept the proposed transfer.

I have had the opportunity over the years of talking with Senator Fannin concerning Indian education and just a week or so ago he mentioned your keen interest in this area. In summarizing, I suspect I am writing to say several things:

(1) That I disagree with the facts and conclusions in the report mentioned above.

(2) That I hope you and your committee will not be satisfied with this report prepared by people who really come to no other conclusion.

(3) That Indian sentiment, as reflected in their opposition to the transfer, is really an expression of opposition to termination and the threat of termination must be removed before real Indian feeling is ascertained.

I realize the length of this letter but the importance of the topic prompted it.

Sincerely,

ROBERT A. ROESSEL, Jr.,  
*Director.*

ROUGH ROCK DEMONSTRATION SCHOOL,  
DINE, INC.  
Chinle, Ariz., June 10, 1967.

Senator WAYNE MORSE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR MORSE: Knowing of your pioneering efforts in the improvement of educational opportunities for Indian citizens of our nation, it seems that you might well be interested in the work of Rough Rock Demonstration School, an institution that is operated by Indian people in a manner that makes it truly their school, not merely an extraneous appendage divorced from the realities of the students' cultural heritage.

Jointly funded by the Bureau of Indian Affairs and the Office of Economic Opportunity, Rough Rock Demonstration School is about to begin its second year of existence as a unique organization sensitive to, and reflective of, the community's deeply felt convictions about education. Without minimizing the importance of non-Indian skills and training, Rough Rock community members, through their duly elected all-Navaho school board, have given traditional culture a place of equal prominence in the curriculum; an innovation widely recognized as conducive to optimal well being of the students.

We are sending, under separate cover, copies of monthly reports the school has prepared for the Bureau and OEO during the past year. From these more detailed documents, additional information may be secured about the school and its significance.

Sincerely,

ROBERT A. ROESSEL, JR.,  
Director.

HELENA, ARK., June 3, 1967.

HON. WILLIAM FULBRIGHT,  
U.S. Senate,  
Washington, D.C.:

Strongly recommend the following amendment to Public Law 89-10: After a project has been approved by the State department of education and funds set aside for it, the HEW cannot change the project or withhold the funds for it during that fiscal year.

J. F. WAHL,  
Superintendent of Schools.

DEPARTMENT OF EDUCATION,  
DIVISION OF FEDERAL PROGRAMS,  
Little Rock, Ark., August 18, 1967.

HON. WAYNE MORSE,  
Chairman, Senate Subcommittee on Education,  
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: This will serve to express my deep appreciation to you personally for your leadership in the field of federal aid to education. Your knowledge of and concern for the educational welfare of *all* children and youth in this great country of ours adds to your stature as one of the great leaders in the area of federal aid to education.

It was my privilege to work with certain members of the House in the development of certain amendments to the original House Education and Labor Committee Bill (HR 7819). These efforts were culminated under date of May 12, 1967, as attested to by the attached letters to The Honorable Wilbur Mills of Arkansas and The Honorable Carl D. Perkins, Chairman, Committee on Education and Labor. You will note in the letter to Congressman Perkins I offered some specific suggestions covering amendments which I felt were most worthy of consideration. You are aware, I am sure, that most of the recommendations were adopted by the House and are now a part of HR 7819 which your Committee has under consideration.

I wish to take this opportunity to express my appreciation to you in your capacity as Chairman of the Senate Sub-Committee on Education for seeing that the Committee gives full consideration to the Bill, including the amendments. As one who has had the privilege and pleasure of trying to administer at

the state level these programs of federal aid to education, I can assure you that the intent of Congress in the passage of Public Law 89-10 and the subsequent amendments thereto will be more readily realized if all of the amendments to the original House Bill (HR 7819) are retained.

Senator, it is my further position that the overall efforts of the Congress to serve the needs of economically and educationally deprived children would be better served if all such programs as Head Start, Upward Bound, etc., were to be transferred from the Office of Economic Opportunity to the U.S. Office of Education.

It is believed your committee would do well to give serious consideration to an amendment which would effect this transfer and would mandate that the Office of Education channel these programs along with any and all other federal aid programs designed to serve elementary and secondary education through respective state education agencies.

I am sure you will accept the suggestions made herein in the spirit in which they are made, that is with the thought that some one from the grass roots level might be able to suggest things worthy of consideration, things which will strengthen the overall efforts of the Congress and at the same time assure the preservation of that most precious heritage—our public schools.

Sincerely yours,

WM. H. MOORE,  
*Associate Commissioner.*

Attachment.

MAY 12, 1967.

HON. WILBUR D. MILLS,  
*House of Representatives,*  
*Washington, D.C.*

DEAR WILBUR: I am attaching the original and one copy of a letter addressed to the Honorable Carl D. Perkins, Chairman of the House Education and Labor Committee with reference to H.R. 7819.

I appreciate very much your interest and concern in this problem. The assistance of your office is deeply appreciated.

You will note I have made some very definite suggestions for consideration. They were the topic of our discussion this morning. I am convinced that the suggestions represent the minimum concessions required to secure the support needed to assure the passage of the Committee bill. I am reasonably sure that almost unanimous support at the grass roots level can be had if these suggestions can be made a part of the legislative proposal.

Your consideration in passing this letter on to Mr. Perkins, with any comments pro or con you care to make, will be appreciated.

Sincerely,

HERSCHEL MOORE.

Attachment.

MAY 12, 1967.

HON. CARL D. PERKINS,  
*Chairman, Committee on Education and Labor,*  
*House of Representatives, Washington, D.C.*

DEAR MR. PERKINS: Your kind consideration of this morning is greatly appreciated. The opportunity to discuss with you personally some of the problems of grave concern to many in connection with H.R. 7819 was a privilege I shall long cherish. Your personal understanding of and concern for some of the misgivings that a number of Educators throughout America have with reference to some of the provisions of this bill are another indication of your greatness as a Congressional leader in the field of Federal aid to education.

I am outlining for consideration the suggestions I made this morning for strengthening the present proposal and, at the same time, removing at least some parts of the present proposal which are not compatible with the viewpoints of many educators and dedicated lay people throughout America.

TITLE I PUBLIC LAW 89-10 AS AMENDED

1. Retain the present Two Thousand (\$2,000) Dollar income factor in determining the number of eligible children except for AFDC children and the other special categories of children (neglected, delinquent, etc.) made eligible under amendments to the original Act, in determining the number of eligibles on which state-county and local school district entitlements will be based.

2. Provide that all Title I programs *will* be funded at the 1967 fiscal level first, with a further provision that any increase in future fiscal year appropriations over the fiscal year 1967 appropriation be distributed to States, Counties, and local school districts using (criteria set out in item one (1) above in determining the number of eligibles) times one-half ( $\frac{1}{2}$ ) the allowable per capita costs in each respective state or one-half ( $\frac{1}{2}$ ) the national average allowable per capita costs which ever is greater.

Ratable increases if any to be based on this new formula *only* for that part of future Title I appropriations which exceeds the Title I 1967 appropriation.

## TITLE II

No comment.

## TITLE III

Provide that full administrative responsibility and authority for carrying out the provisions of Title III be vested in the respective State Educational Agencies—Funding to States to be determined under the present formula with a provision that each respective State Educational Agency may use up to \$50,000.00 or five per centum (5%) of its total annual allocation for administrative costs incurred in connection with Title III.

Each State Education Agency desiring to participate in the benefits of this Title to be required to submit an approvable State plan to the U.S. Commissioner of Education.

## TITLE IV

No comment.

## TITLE V

Provide for the allocation of *all* funds made available under this Title to the respective States in accordance with the formula in Part A of the current proposal covering this Title—eliminating Part B or move it up into Part A and allocate these added funds in keeping with the formula in said Part A.

## TITLE VI

Provide that any and all funds made available under this Title be allocated to the respective State Educational Agency vesting in each respective State Educational Agency full authority for developing and carrying out programs in keeping with the intent of this Title. Each respective State Educational Agency desiring to participate in the benefits of this Title to be required to submit an approvable State Plan to the U.S. Commissioner of Education.

## GENERAL

Mandates in all Titles of the law (excepting Title IV) that it is the intent and purpose of the Congress that each respective State Educational Agency operating under a State Plan or Plans approved by the U.S. Commissioner be fully responsible for the administrative control and operation of the respective programs provided for in Titles I, II, III, V and VI amended as set out herein.

Each of the foregoing recommendations are designed to strengthen education at the State and local levels and at the same time make possible a fuller realization of the intent and purpose of the Congress in the enactment of this far-reaching program of Federal assistances.

The problems confronting us today in American education cannot be solved through the structuring of a massive Federal establishment dedicated to the premise that all federally subsidized programs of educational aid to States and local school districts must be dictated and controlled by the U.S. Office of Education. Federally subsidized programs of aid to elementary and secondary education, whether categorical or general in nature, must be entrusted to State Educational Agencies and through the State Educational Agency to local educational agencies if we are to avoid doing major violence to the American concept.

The job to be done is at the State and local levels. I am sure that through your understanding and farsighted leadership, we can always depend on you to champion this basic American heritage.

May I say that it is my concerted opinion that H.R. 7819 amended as outlined herein will attract and hold the full support of dedicated educational leadership throughout this great country.

I wish to again emphasize my personal appreciation for your outstanding leadership in this great enterprise. I hope you and others concerned will find the recommendations made herein helpful and worthy of consideration.

Very truly yours,

WM. H. MOORE,

*Associate Commissioner, Arkansas State Department of Education.*

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ROBLA SCHOOL DISTRICT,  
*Sacramento, Calif., March 31, 1967.*

HON. THOMAS H. KUCHEL,  
*U.S. Senate,*  
*Washington, D.C.*

SIR: The Robla Elementary School District would like to bring some ideas to your attention that could make the Compensatory Education Programs much more beneficial for the education of children.

It is felt that there is entirely too much structuring of the Title I Program whether it is from the "guidelines" or from the compensatory staff. Granted that some regulation is necessary, it is logical to assume that school personnel would know the areas of greatest need and the district should have more choice on how its money is spent.

The target area philosophy may be good in theory but it is not applicable in areas of scattered poverty such as the Robla District, and strict enforcement does not bring about the best overall education. Low income families and AFDC families are interspersed among middle income families throughout the district.

Another term that seems wholly unjustifiable is "saturation". The rule of thumb seems to be, that two hundred fifty dollars above the district contribution should be spent per pupil per year. This results in "over kill" for the children included in the program while other students who need help are deprived of it.

The programs that are really over saturated are the Head Start and Preschool (AB-1331) Programs—after all, there is a limit to the amount that three and four year olds can assimilate. They are put into this opulent setting with a great deal of individual attention for one year then returned to reality when entering the regular school. This could do them more harm than good—in fact, some studies have indicated this to be true.

It should be pointed out that education nationwide needs more general aid. Categorical aid assumes the districts do not know their problems. This has not been born out when the accomplishments of the American people, which are a result of free public education are reviewed.

That general aid can work and the districts not be hindered has been established by the success of Public Laws 874 and 815.

Sincerely yours,

J. ROY ELMS,  
*Acting District Superintendent.*  
LUCYLE ROOD,  
*Director of Compensatory Education.*

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LEAGUE OF WOMEN VOTERS OF SAN FRANCISCO,  
*San Francisco, Calif., July 21, 1967.*

HON. WAYNE MORSE,  
*Senate Office Building,*  
*Washington, D.C.*

DEAR SENATOR MORSE: In considering the Elementary and Secondary Education Amendments of 1967 (S. 1125), the League of Women Voters of San Francisco urges you to support the appropriation of adequate funds to finance compensatory programs for disadvantaged groups from the pre-school level through secondary education. The League strongly opposes discrimination in education and advocates withholding federal funds from districts which fail to meet realistic and effective guidelines and standards for school integration. In this connection the League vigorously opposed the Fountain amendment, approved in House Bill H.R. 7819.

San Francisco has had compensatory education since 1962, supported by local and state funds. However, only since ESEA funds became available has it been

possible to provide the special educational opportunities that this city—like so many other urban areas—desperately needs to cope with its changing population. During the past year, 500 children participated in the pre-kindergarten program set up in target areas, but it has been estimated that five times that number can be enrolled when funds are found.

Under a Comprehensive School Age Compensatory Program, certain schools receive "saturation" services, which include lowered class size, compensatory teachers, speech therapy, community teachers, social workers, after-school tutorial centers and cultural enrichment materials. Some students are bused to other neighborhoods, thus improving the racial balance of the receiving schools. However, the present allotment of compensatory teachers is inadequate to provide help for all the students who need it. The answer, again, lies in additional funds.

The coordinator of San Francisco's compensatory program feels that one of his chief problems is that of late and/or short-term funding, which creates real difficulties in recruiting and retaining staff as well as planning programs. We in the League, therefore, support the extension of ESEA through fiscal year 1969, so that state and local school systems may make more meaningful plans.

Sincerely,

Mrs. ROBERT G. BULL,  
President.

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LEAGUE OF WOMEN VOTERS,  
Beverly Hills, Calif., July 17, 1967.

Senator WAYNE MORSE,  
*Senate Labor and Public Welfare Committee,*  
*Subcommittee on Education,*  
*Senate Building, Washington, D.C.*

DEAR SENATOR MORSE: The League of Women Voters of Beverly Hills support Elementary and Secondary Education Amendments of 1967—S. 1125, through fiscal year 1969.

Our league position is for greatly increased educational opportunities through compensatory programs for disadvantaged groups beginning at the pre-school level and extending through secondary education.

However, we are strongly opposed to discrimination in education. We feel that federal funds should be withheld from school districts which fail to meet realistic and effective guidelines and standards for school integration. Passage of the Fountain amendment could defeat our purpose of promptly effectuating an integrated school system. We see it as a step backward rather than forward. Negro children must have equal educational opportunities and obstacles such as the Fountain amendment would delay it.

We urge your support of withholding federal funds from schools under investigation for Civil Rights compliance.

Very truly yours,

JOY RABIN,  
President.

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LEAGUE OF WOMEN VOTERS OF ORANGE COAST,  
Newport Beach, Calif., July 13, 1967.

Senator MORSE,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR MORSE: With regard to the Subcommittee on Education of the Senate Labor and Public Welfare Committee, would you be so kind as to inform me of the names of the other members of this subcommittee under your chairmanship?

We will be writing subsequently to other members, but meanwhile wish to voice our support for certain types of measures now being considered by the committee. In line with the nation-wide positions of the League of Women Voters, we support extension of ESEA through fiscal 1969 as passed by the House in H.R. 7819. We oppose the Fountain amendment, and support the full range of programs for schools in poverty areas under Title I of P.L. 89-10.

We also offer our strong support to measures to offer compensatory education programs beginning at pre-school level (still in sadly short supply in our area), and also to measures to help conquer the discriminatory situation existing in many schools both north and south of the Mason-Dixon line.

While waiting to hear from you as to the other members of the subcommittee, we will also be writing to Senators Kuchel and Murphy to request their support for positive measures in the above vein when a bill has cleared the Committee.

Very truly yours,

Mrs. ROBERT SHERMAN,  
*President.*

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THE BOARD OF EDUCATION,  
*Hartford, Conn., August 2, 1967.*

HON. LYNDON B. JOHNSON,  
*The White House,*  
*Washington, D.C.*

DEAR PRESIDENT JOHNSON: I noted an item in this week's issue of "Newsweek" that your Special Task Force headed by Mr. Friday, President of the University of North Carolina, is recommending that federal aid to education be in the form of categorical aid for urban and so-called "slum" schools and for rural poverty areas. The article also indicated that certain pressure groups were seeking federal education funds for general distribution to the states for use as the states see fit. I strongly support the position of your Task Force.

In our state we have a Big Cities Board Committee which has met and discussed this subject some time past and also strongly favors this position.

Speaking for myself, I am not only in favor of the Task Force's reported position as a member of the school board, but also as a taxpayer interested in seeing that federal money is spent where it will do the most good.

Respectfully yours,

KEITH B. HOOK.

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BOARD OF PUBLIC INSTRUCTION,  
VOLUSIA COUNTY,  
*DeLand, Fla., May 5, 1967.*

HON. GEORGE A. SMATHERS,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR SMATHERS: From time to time we have provided you with information relating to problems accompanying federal aid to education. This letter is in the same vein and is concerned with the funds provided under Title I of the Elementary and Secondary Education Act of 1965.

It appears to be the intent of Congress to stabilize the amount provided annually at the level of the 1965-66 allocations to each local education agency.

The net effect of this is to call for a gradual cutback in the Title I program each year at the local level. This is brought about by the necessity for absorbing higher salary costs each year. For example, it is anticipated that the Florida legislature, now in session, will increase the salary support of the Minimum Foundation Program from its current \$3950 to a minimum of \$5000. However, this increase applies only to instructional units provided by the Minimum Foundation.

It can be seen that instructional personnel employed under the provisions of Title I must also receive substantial increases since all teachers, whether Title I supported or state and county supported, receive similar pay. This means that it takes considerably more Federal dollars to maintain the salary support of the same number of personnel. When these funds aren't forthcoming the only alternative is to reduce the Title I program to the point where these increased costs can be absorbed.

One way this problem can be overcome is for Congress to make a blanket increase (fifteen percent, for example) in the amount provided in Title I. Another, and better way, is to write an escalation clause into the currently contemplated amendments to Title I which would provide additional funds to school boards for Title I employees in the same amounts that are provided by any changes in financial support for non-Title I employees by either the state or the local education agency.

A second factor requiring additional funds stems from the recent rise in costs of materials and supplies needed by Title I employees in carrying out their duties.

Also, the impact of total integration will increase the number of schools currently eligible for Title I funds. This means these additional eligible schools

must receive similar services to those already in effect in schools presently benefitting from Title I. This is a significant factor in terms of increased need for Title I funds. The escalation clause already mentioned would have to provide for this contingency also.

As it stands now, we are faced with a sharp curtailment of Title I services because of increased costs. This curtailment will follow a similar one which took place last year based on a reduction of funds plus increased costs and causes us to steadily lose momentum in trying to carry out the will of Congress.

I hope you will be able to call these facts to the attention of appropriate committees so that realistic and helpful amendments to Title I will result from this appraisal.

Yours very truly,

JOHN H. SMILEY,  
*County Superintendent.*

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NATIONAL EDUCATIONAL ASSOCIATES FOR RESEARCH AND DEVELOPMENT,  
*Fort Lauderdale, Fla., August 21, 1967.*

HON. WAYNE MORSE,  
*Senate Office Building,  
Washington, D.C.*

DEAR SENATOR MORSE: Having been a pioneer in migrant programs, I wish to express my personal thanks to you as a member of the Senate Subcommittee for Education for providing the basic funds for migrant children.

Through the Amendment to Title I of the Elementary and Secondary Education Act, PL 89-10, programs have been initiated that will prove very successful as these children mature.

It is my understanding that there is a possibility of increasing the allotment for this Amendment, and I take the opportunity to urge you to recommend such an increase. There is no doubt that this program is proving to be one of the most successful in existence.

Thank you for your consideration.

Very sincerely yours,

JAMES E. BRANNIGAN,  
*Director.*

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U.S. SENATE,  
COMMITTEE ON AGRICULTURE AND FORESTRY,  
*Washington, D.C., April 12, 1967.*

ELMER C. GAST,  
*Superintendent, Keokuk Community School District,  
Keokuk, Iowa.*

DEAR MR. GAST: Thank you for your recent letter concerning Social Security and the Elementary and Secondary Education Act.

I appreciate your giving me your comments with respect to school aid, reflecting the thinking of many other school administrators. I am not a member of either the Labor and Public Welfare Committee which will consider the Elementary and Secondary Education Act or the Finance Committee which will consider the Social Security Act, so there will, unfortunately, be little opportunity for me to do anything directly until such time as some legislation is reported out of the committee.

I am going to supply them with a copy of your letter and I shall bear your views in mind.

Faithfully yours,

JACK MILLER.

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KEOKUK COMMUNITY SCHOOL DISTRICT,  
OFFICE OF THE SUPERINTENDENT OF SCHOOLS,  
*Keokuk, Iowa, April 10, 1967.*

HON. JACK MILLER,  
*Member of Congress,  
Senate Office Building,  
Washington, D.C.*

DEAR MR. MILLER: May I discuss two items being given Congressional consideration this year?

First, social security is getting beyond the realm of reason with its proposed benefits and rate increases. If we are going to get so involved with this welfare program, then we might as well save all administrative costs by junking the program completely and take up a guaranteed minimum income provision administered through internal revenue as part of what they do anyway. Both employers and taxpayers are being unmercifully handled if present plans I read about for increases actually do come about in social security, and I say this as a friend of the program as it has existed in the past.

Second, federal aid to education plans of the type we have been getting in the past for elementary-secondary schools just have not come out and provided the things I thought Congress intended. The 1965 Elementary-Secondary Act is a farce the way it has occurred in practice, just to name one example. For instance:

a. It has provided more controls than I thought possible, despite the section in the law which prohibits this.

b. Its timing on providing money comes at the worst possible time—we need to know in the winter or early spring, not in the fall, particularly if our planned amount gets cut back after all plans have been made.

c. It has not lived up to its promises, such as the one originally that provided money for those districts which increased their own budgets at least 5 percent.

I could give many details, for we are involved with a number of programs in order to do what we can to provide things for our people. However, a general aid program through the state would be immeasurably better.

Sincerely,

ELMER C. GAST, *Superintendent.*

THE SCHOOL COMMITTEE OF THE CITY OF BOSTON,  
*Boston, Mass., July 31, 1967.*

Senator WAYNE MORSE,  
*Chairman, Subcommittee on Education,  
Senate Committee on Labor and Public Welfare,  
Washington, D.C.*

DEAR SENATOR MORSE: May I take this opportunity to state that the School Committee and the Superintendent of the Boston Public Schools are deeply grateful for the financial assistance rendered the children and taxpayers of this community by the federal government. There is no doubt that without this timely and generous aid it would have been virtually impossible for us to initiate the host of quality programs desperately needed by the disadvantaged pupils of Boston. It is abundantly clear that the enactment of educational legislation by the Congress of the United States has rescued public education, especially in the large urban areas, from the disaster of being unable to provide the kinds and varieties of educational services critically needed by the pupils in the cities today. Therefore, we wish to go on record as enthusiastically in support of continued Congressional appropriations, and on behalf of the School Committee of the City of Boston wish to express our sincere appreciation for the efforts of you and your colleagues toward this end.

In your deliberations this year we hope that the Senate Committee will consider and react favorably to the following points relative to the Elementary and Secondary Act:

#### TITLE I

1. We are in favor of categorical aid as opposed to general aid. In our opinion, the categorical aid policy guarantees that those children for whom the money was intended receive the full benefits of the financial assistance.

2. We respectfully urge full funding of the authorizations for each fiscal year due to increased teacher salaries, built-in expenses such as annual increments for teaching personnel and rising costs of books, supplies, etc. In addition, full funding is essential in order that we may extend our services over a wider area and thereby reach all of the disadvantaged children of this city. Present funding levels do not permit this full participation.

3. Appropriations for the school year commencing in September should be known by April of the preceding school year in order that plans may be finalized, personnel employed, programs organized, etc.

4. A formula for the distribution of available funds should be adopted that will enable the large cities to attack the problem of educating the disadvantaged on a wider basis. The present formula is not adequate to do the job that needs to be done in the urban school systems.

5. We would respectfully urge the adoption of a policy of two year advanced funding in order that on-going programs may be assured of continued existence.

6. We urge the adoption of Section 110 of House Resolve 7819 as part of Senate 1125. We are particularly interested in this action as the City of Boston has the greatest percentage of public school children living in public housing of any city of comparable size.

## TITLE III

We wish to be recorded in favor of having Title III allotments remain in the hands of the Department of Health, Education, and Welfare and not be dispensed through the state education departments.

## TITLE VI

We urge a marked increase in the authorizations under Title VI in order that more operational funds may be granted to meet the complexity of problems of the handicapped children who reside in large numbers in the urban areas.

Very truly yours,

WILLIAM H. OHRENBERGER,  
*Superintendent of Public Schools.*

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SOUTHFIELD LEAGUE OF WOMEN VOTERS,  
*Southfield, Mich., July 24, 1967.*

Hon. Mr. MORSE,  
*Senate Office Building,  
Washington, D.C.*

MY DEAR SENATOR MORSE: While hearings for the Elementary and Education Amendments are going on in the Subcommittee on Education of the Senate Labor and Public Welfare Committee, I would like to take this opportunity to tell you about our Southfield league's position on this subject. We feel that there is a great need for compensatory programs for disadvantaged youths beginning at pre-school level and extending through secondary education. In the Southfield schools, earphones were purchased for the 7th and 8th grades, under Title I of the Elementary and Secondary Education Act, to encourage the ability to listen. These earphones not only made the teaching of reading more interesting, but the increased ability to listen carried over into other subject matter.

In the Ferndale schools, where there is much more poverty, the amount of equipment and the ingenious ways they were used to stimulate learning and prevent boredom were marvelous. Although there was a remedial reading program before, increased aid now permits the teacher to see each student every day, which was impossible before because of the large number of students needing help. The teachers are now able to work with one to five students at one time.

We realize that money cannot do everything in helping disadvantaged children. Dedicated teachers using the best teaching methods are of extreme importance. Funds must also be wisely spent. However, since I was a teacher before compensatory programs came into existence, and I used to daily face a 6th grade class, most of whom were illiterate, I can appreciate the great value of these programs. Most of my students dropped out of school at the age of 16 since there was no provision for teaching them the basic essentials of reading past the primary grades.

We also are opposed to any discrimination in education. It is those who have been discriminated against who need the greatest help in school to prepare themselves for occupations in later years. Along the same line we feel that federal funds should be withheld from school districts which fail to meet realistic and effective guidelines and standards for school integration. It is only through programs such as these that we can prepare our youth for the type of jobs that will be needed in the future. The greatness of our country depends upon the education of all of our youth.

Your truly,

Mrs. ROGER DANIELS,  
*Chairman of Human Resources.*  
Mrs. C. W. COATES,  
*President.*

LEAGUE OF WOMEN VOTERS OF ALLEN PARK,  
*Allen Park, Mich., July 19, 1967.*

HON. PHILIP HART,  
*Senate Building,  
Washington, D.C.*

DEAR SENATOR HART: The Allen Park League of Women Voters is watching with great interest the progress of S-1125, the Elementary and Secondary Education Amendments of 1967.

After several years of study, the League of Women Voters of the United States—which includes all state and local League members—arrived at the following positions: (1) we support greatly increased educational opportunity through compensatory programs for disadvantaged groups beginning at the pre-school level and extending through secondary education, and (2) we also support withholding Federal funds from school districts which fail to meet realistic and effective guidelines and standards for school integration.

Allen Park had success with remedial programs last summer funded under Title I of the Elementary and Secondary Education Act. We are again this summer having classes funded in this manner.

Other parts of Wayne County, however, have even a greater need for Federal help in enrichment and remedial type programs. Detroit, of course, has all of the major problems of a large city, and certainly the need there is self-evident.

The League will appreciate your support in this matter when the bill comes to the Senate for a vote.

Sincerely,

ELOISE MARTIN,  
*President.*

LEAGUE OF WOMEN VOTERS OF ANN ARBOR,  
*Ann Arbor, Mich., July 15, 1967.*

HON. PHILIP A. HART,  
*Senate Office Building,  
Washington, D.C.*

DEAR SENATOR HART: It is our understanding that the Elementary and Secondary Education Amendments of 1967 (S. 1125) will be considered by the Senate this month. As you may know, the League of Women Voters supports policies and programs in the United States to provide for all persons equality of opportunity for education and employment. We support the E.S.E.A. because its intent, to increase the educational opportunity for disadvantaged children, has the effect of providing more equal opportunity to all children.

We were pleased to see that the House extended authorization of the act through fiscal 1969. In looking into the programs in the community we found the most frequent complaint was the delay and uncertainty of funding of planned programs. Any provisions which could be made to allow for earlier and more efficient planning for funding of the programs would be most helpful.

In the Ann Arbor School District funds under Title I of the E.S.E.A. (PL 89-10) have applied to children in three attendance areas. Programs have concentrated on the pre-school through grade six group, although one program, the VIT (for Very Important Teens) did concentrate on interest activities for teens. The Summer Language program is in operation this summer. This program serves 240 children, and aims at improving language facility by giving the children wider experience through field trips and other activities. We particularly urge your support of full authorization and appropriation for programs under Title I.

The League of Women Voters is also on record in support of withholding federal funds from school districts which fail to meet realistic and effective guidelines and standards for school integration. We therefore oppose Rep. Fountain's amendment to the House-passed version of the Elementary and Secondary

Education Amendments (H.R. 7819), which would prohibit federal officials from withholding funds from school districts while compliance hearing is underway. We would urge you to oppose the Fountain amendment as it tends to perpetuate a climate in which equality of educational opportunity is not available for every child.

We would, however, urge you to support those programs which will enable all children to have equal educational opportunities.

Sincerely yours,

Mrs. ALAN N. POLASKY,  
*President.*

Mrs. DAVID STEINICKE,  
*Chairman, Human Resources.*

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LEAGUE OF WOMEN VOTERS OF PONTIAC,  
*Pontiac, Mich., July 10, 1967.*

Hon. PHILIP HART,  
*Senate Office Building,*  
*Washington, D.C.*

DEAR SENATOR HART: Re S. 1125 and H.R. 7819—ESEA of 1967. Fifty members of the L.W.V. of Pontiac voice support for greatly increased educational opportunity through programs for disadvantaged groups beginning with pre-school ages and extending through secondary level. We oppose discrimination in education, and we support withholding of federal funds from school districts which fail to meet realistic standards for school integration.

Our city has had Head Start and finds it has been helpful. Other Community Action programs can be equally effective.

We believe support through fiscal 1969 is important and necessary so that school districts to make meaningful plans, can plan in advance and know that their plans will then be funded.

Sincerely,

LAURA M. BELZ,  
*Legislative Chairman.*

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THE LEAGUE OF WOMEN VOTERS OF MICHIGAN,  
*Detroit, Mich., July 13, 1967.*

Hon. PHILIP A. HART,  
*Senate Office Building,*  
*Washington, D.C.*

DEAR SENATOR HART: The members of the League of Women Voters of Michigan wish to enlist your active support of S. 1125, the Elementary and Secondary Education amendments of 1967. Any in depth examination of students in the crowded city slums or in impoverished rural areas, shows their inability to take a creative place in America today. Family mobility accelerates the economic and technological demands on education of our children. Lack of educational opportunities exaggerates the underprivileged child's problems. We believe S. 1125 will alleviate these problems. The League of Women Voters of Michigan support of these amendments stems from our study showing that these provisions are both wise and necessary. Therefore, we urge your prompt attention and support of this measure.

Very sincerely yours,

Mrs. ROBERT FOERCH, *President.*

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LEAGUE OF WOMEN VOTERS OF THE TRI-CITIES AREA,  
GRAND HAVEN, SPRING LAKE, FERRYSBURG,  
*Grand Haven, Mich., July 11, 1967.*

Hon. ROBERT P. GRIFFIN,  
*Subcommittee on Education of the Senate Labor and Welfare Committee, Wash-*  
*ington, D.C.*

DEAR SENATOR GRIFFIN: As local chairman of the League of Women Voters' Human Resources Item (equal opportunity for education and employment), I wish to inform you of our support for H.R. 7819-S. 1125 (the Elementary and Secondary Amendments of 1967). The League continues to support any legislation that will increase educational opportunity for disadvantaged groups. We understand hearings by Senator Morse's subcommittee on education will begin this week.

One of the reasons we are especially concerned with this legislation is that it extends ESEA through fiscal year 1969 and this insures financial support

for the Title I program. Our own Title I program has greatly expanded this year and is most successful. It includes Headstart preschoolers on through elementary children. We hope to see an "Operation Follow-up" established locally. After hearing the Title I panel report last fall, the League was completely sold.

We were disappointed that the House amended the bill in a way we feel would weaken enforcing nondiscrimination in school districts by stating that the Federal officials be prohibited from withholding funds while a compliance hearing is underway.

And we applaud Congress' extension of the life of the Teacher Corps. We also hope the Office of Economic Opportunity won't be abolished and the programs placed under various agencies. While every program was not perfect in three years time, much valuable work has been done and we feel one department is needed to oversee and coordinate the programs.

Our area (Muskegon, Baldwin, Grand Rapids, etc.) has been fortunate in receiving funds for a number of worthwhile programs and while I feel "Opportunity Crusade" has some valuable aspects, I think they should be incorporated into the present program.

Thank you for this opportunity to express our views.

Sincerely,

Mrs. ROBERTA STOBELAAR.

STATE OF MICHIGAN,  
DEPARTMENT OF EDUCATION,  
Lansing, Mich., July 18, 1967.

HON. WAYNE MORSE,

*Chairman, Subcommittee on Education, Senate Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.*

DEAR SENATOR MORSE: I understand that hearing on the Elementary and Secondary Education Act will open shortly. I hope the hearings will be productive, and that your committee will be able to give very careful consideration to the amendments proposed by the House.

Throughout the State of Michigan Title I, ESEA has enabled school districts to undertake projects which they never would have commenced had there not been such assistance. The categorical character of Title I has caused school administrations to recognize once again that children differ significantly from each other and that school systems must develop enough alternatives so that the deprived child has as many opportunities as other children have.

The strength of the federal and state commitment to this categorical purpose also has enabled school boards and administrators to fend off the usual pressures for spending money in other ways and concentrate on deprived children.

In these first two years school districts and state departments have had to learn the potential of the Act. They have had to discover new ways of reaching the most troubled children; the probable dropout. They have had to scramble to find talent; to be diligent in pursuit of community participation; to be dispassionate in assessment of curriculum.

I am not sure that the first years of Title I will produce measurable academic achievement. But there is other evidence now of the Act's merit.

A spirit of change is in the schools. Teachers are developing ideas, and administrators are listening. Low-income parents are working in schools, going to school with their children.

Schools are going to the homes to visit; and staffs are being expanded to include more counselors, community agents, subject matter specialists, school aides, and added administrative help.

Schools are beginning to develop the options which permit them to offer different programs to differen children; in the process they are breaking out of the 8-3 p.m. schedule and the physical confines of their buildings.

We are at the beginning of an exciting time, and we must ask now, how do we build from here?

#### GENERAL AID TO EDUCATION

I believe we must build the spirit of change into all our educational program and that the only practicable way to do that is through federal general aid to education. School systems today cannot extend or expand services without either raising the property tax or obtaining new state taxes. At \$30 a thousand of full value—as in many communities—the property tax cannot absorb more school

costs. And the rising demands of an urban population for clean air, clean water, better transportation, better housing, better health and welfare programs are burdens enough for the state to carry without adding an annual increase for school aid.

In the end, only the federal tax structure can respond to prosperity in such a way that it can be tapped for general assistance to education without an increase in the rate of taxes.

We must come to general aid, and I would urge the Congress to undertake hearings now aimed at discovering the best manner in which such aid shall be appropriated.

But general aid must be over and above the present Elementary and Secondary Education Act. Not a substitute for it! It must be available for teachers salaries and operating expenses—those ordinary but essential costs without which school districts do not survive. It should be in the vicinity of 15–20% of present state and local school expenses if it is to achieve an impact and keep in front of rising costs.

#### SPECIAL ASSISTANCE TO CORE CITIES

We need, also, to recognize that we still are far from the provision of quality mass education to the children of the inner city. It is apparent from the studies of this decade that \$50 or \$100 more per child is not a sufficient sum to achieve an educational breakthrough in the ghetto—that we must expect to spend ten times \$50 for reaching these children sooner, staying with them longer, providing more adult time with them, and uncovering those teaching styles and learning programs which serve them best.

I urge your committee to consider legislation of this kind now, and to hold whatever hearings are appropriate to this end.

This brings me to the proposed amendments to the Elementary and Secondary Education Act of 1965. I am disappointed by the limited increase in appropriations which the President has requested for elementary and secondary education in 1967–68. I am more disappointed by the House's action in cutting that increase still further.

#### TITLE I FUNDS

In Title I we need to be able to concentrate a wider variety of services on our most deprived children; we need to provide adequate support to groups of children not included in the first year of the program; we need to offset the attrition of dollars through inflation. An increase of 15% in Title I does not meet these requisites.

In addition, the action of the House in using a national per capita cost average to allocate funds to the least prosperous states only compounds the problem for the industrial states. We are informed that we will receive no less than we received in 1966–67, but the fact is that inflation will cut the value of those dollars below the 1966–67 level and the shift in location of AFDC families again will reduce allocations available to some counties and increase allocations to others.

This recurring change in percentages together with arbitrary reductions of allocations has the effect of destroying some of the very incentive to explore and plan, which the Title I program has been designed to encourage.

I urge the Senate to retain the present \$2,000 income ceiling and the present state per capita cost as the allocation bases. If the Congress desires to favor specific states which are particularly impoverished let it do so by a substantial increase in appropriations, so that every state may receive an increase sufficient to cover rising costs.

#### TITLE III CHANGES

We are facing a request for \$6 million in new Title III projects in the State of Michigan, including a model subsystem involving five schools in the city of Detroit, the development of an educational park in the city of Grand Rapids, the addition of seven supplementary education centers in less populated areas of the state, and the provision of twelve projects improving the capability of suburban school systems.

For all of those programs we appear to have no more than \$500,000 of new money this year. In the past year we had requests for \$23 million in grants out of which the US Office was able to fund only about \$10 million.

It would seem that in an area as vital as Title III—a program which goes to the heart of quality education—the Congress should provide enough funds so

that states which have been aggressive in developing new concepts and techniques can undertake urgent and promising additional projects.

In my judgment the administration of Title III should be assigned to the states. However, our own experience in Michigan with USOE on this issue has been perfectly satisfactory.

If it is the sense of Congress that the change be made, then additional funds should be appropriated for the cost of administration and supervision. If this is not done, the program can be lost for lack of personnel.

Presently we employ two people in this vital program, and can foresee employment of a third. But preparation of a state plan and administration and supervision of the program will require additional personnel whose services we cannot afford out of either Title V or state funds.

#### TITLE V CHANGES

In our Title V program we are building a cadre of capable committed experts to deal with the new problems of education. We have been able to add 56 positions to our administrative staff. We have used Title V for streamlining our financial procedures. We have used it for improvement of our advisory service to school districts. We are using it for the beginnings of state leadership in collective bargaining and in the assurance of equal educational opportunities.

I endorse the Administration's action in combining the Title V program with Title X, NDEA, and the administrative portion of Title III, NDEA. I cannot endorse the proposed apportionment formula—40% on flat grants and 60% on school population.

The present apportionment formula for Section 503 provides \$100,000 in flat grants to the states and distributes the balance on a school population ratio. The proposed amendment is offered to enable the Congress to give additional assistance to those smaller and sparsely settled states where a minimum operation requires more expense per capita than in a large industrial state. I can sympathize with the need, but I would point out that such change in apportionment should not occur at the expense of funds which now are made available to the industrial states.

As it stands now, the combined total of the NDEA Title III, X, and V will not provide Michigan or other industrial states with a sum equal to a sum they would be entitled to receive under the present separate appropriations. I would recommend an additional appropriation so that no state loses funds as a result of this change.

#### THE ALLOCATION LAG

Once again we appear to be faced with uncertainty as to the amount of money which finally will be available to individual school districts. The Congress' timetable now suggests that it will be September before the districts can know what their 1967-68 allocation will be.

I would judge that the Congress' need for time and the school districts' need for certainty is not going to be reconciled by good words or good intentions. There is a need for an alternative appropriation mechanism—for a continuing appropriation, or for advanced funding, or some comparable system. Perhaps the most appropriate step would be for the Congress to appoint a small committee of fiscal experts and educators to suggest some alternatives.

#### LOCATION OF LOW-INCOME FAMILIES

It would be useful too, if the Congress were to establish a five-year census as proposed, I believe, by the House Post Office and Civil Service Committee. 1960 data on low-income families simply does not reflect the number or location of such families in 1969; nor is there any apparent alternative statistical device which is accurate for the nation as a whole. Yet we are distributing over one billion dollars in Title I funds by means of this ancient data.

#### PUBLIC LAW 874 AND 815

I urge the Senate to consider additional appropriations for aid to federally impacted areas. The action of the last Congress in expanding eligibility under Public Law 874 has produced a count of an additional 7,000 eligible children in Michigan. Public Law 815 appropriations should be increased in order to take account of the sharp rise in building costs which have occurred in this inflationary period.

## AID TO HANDICAPPED

Finally, I urge the Congress to appropriate the full authorization for aid to the handicapped. There are many opportunities to do more now for the multiply handicapped. There are districts which are primed to demonstrate what can be done in the education of the mentally or physically handicapped, or emotionally disturbed children. But there are no funds available for any large scale demonstrations.

It seems to me that in the first full year of operation the Aid to Handicapped program should be large enough to provide an adequate sum for the commencement of demonstration and pilot programs. This can be done only if the Congress expands the \$50 million requested by the Administration.

Sincerely yours,

IRA POLLEY.

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REORGANIZED SCHOOL DISTRICT No. 1 of MONITEAU COUNTY,  
*California, Mo., June 14, 1967.*

HON. EDWARD V. LONG,  
*U.S. Senate,  
Senate Office Building,  
Washington, D.C.*

DEAR SENATOR LONG: I believe that the Senate is now considering changes proposed by the House in the Elementary and Secondary Education Act and 1968 and 1969 appropriations. Generally speaking, I am in favor of the amendments sponsored by Representative Green, of Oregon.

As an administrator of a rural school district, I want to point out to you the problems caused by the time and date each year that I am notified as to the amount of Title I money my district will receive.

We should know by March 1st of each year the amount of money that the district will receive for the ensuing school year. To run an efficient school program staff members are employed in March; supplies and equipment ordered not later than May. The possible benefits from these funds are greatly diminished if we must wait until September or later to start planning the project, search for new staff members, and order the necessary supplies and equipment. Congress would help the school children of the United States more by appropriating less money but making it possible for local school districts to have their definite allotment by March 1st of each year.

We do assure you that the money allotted to this school district, under the provisions of the ESEA, has been put to good use and is greatly appreciated.

Sincerely yours,

GEORGE RILEY, *Superintendent.*  
LEAGUE OF WOMEN VOTERS,  
*Peterborough, N.H., July 11, 1967.*

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HON. WAYNE MORSE,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR MORSE: The League of Women Voters of Peterborough and the adjacent towns is particularly interested in the approval by your sub-committee of the Senate Labor and Public Welfare Committee, and the eventual passage by the Senate, of the E.S.E.A. Amendments of 1967, Senate Bill 1125.

We feel very strongly that in New Hampshire, where the per capita appropriation for education is so low, it is of the utmost importance that the programs begun so successfully under the E.S.E.A. for disadvantaged groups be continued and fully supported by compensatory federal appropriations.

In New Hampshire alone, over 800 students in colleges and universities were able, through the Work Study Program, to continue their education; 755 young people were provided with jobs through the Neighborhood Youth Corps.

We are also of the opinion that authorization of E.S.E.A. through 1969 would allow more successful planning by state and local school systems.

The League, in maintaining its long-held position against discrimination in education, opposes the Fountain Amendment, which we feel will slow down, if not negate, the effectiveness of H.E.W. in negotiations with recalcitrant school officials. It seems to us that the Fountain Amendment is a decided step backward in the whole process of ending discrimination in education.

Sincerely yours,

ALICE M. ZIMMERMAN, *President.*

HERTFORD COUNTY BOARD OF EDUCATION,  
Winton, N.C., August 9, 1967.

HON. WAYNE MORSE,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR MORSE: On behalf of the Hertford County Board of Education, Winton, North Carolina, Superintendent R. P. Martin, the ESEA Staff and myself, I would like to take this opportunity to thank you for the leadership exhibited by you as Floor Manager of the Elementary and Secondary Education Act.

This Act has done more in a short time to upgrade Negro schools and personnel than any other recent piece of legislative program. Activities and services derived have given students opportunities that, heretofore, were nonexistent.

I only hope that you and the other forward looking senators will continue to lend education a helping hand, for without Federal help, education will perish.

Very truly yours,

I. A. BATTLE, *Director.*

ASHEVILLE, N.C., July 19, 1967.

HON. WAYNE MORSE,  
Chairman, Subcommittee on Education, Labor, and Public Welfare,  
Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: We are writing you about Title I of the Elementary and Secondary Education Act (P.L. 89-10), plus the Amendments of 1967, which would help it work better.

Here in our own city, the free school lunches for needy children, made possible by P.L. 89-10, the special teachers for slow readers and other handicapped children, the social workers, the increased medical and dental care: all these have helped us where we needed help most.

Now we are concerned that the Amendments of 1967 to P.L. 89-10 be enacted. We need the same kind of help but can use much more!

Yours respectfully,

MARY B. DURANT.

ASHEVILLE, N.C., July 24, 1967.

HON. WAYNE MORSE,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR MORSE: The Asheville League of Women Voters has made a study of Title one the Elementary and Secondary Act (P.L. 89-10) and are eager for its extension.

We feel that funds from ESEA are being wisely and profitably used, in both county and city schools.

We support withholding federal funds from school districts which fail to meet necessary guidelines.

Sincerely yours,

ELOISE D. GEORGE.

RALEIGH, N.C., July 20, 1967.

Senator WAYNE MORSE,  
Chairman, Subcommittee on Education,  
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: I am prompted to write my first letter to a Senator by the great need for passage of a bill for E.S.E.A. through 1969. As a teacher in a private kindergarten and an observer of the E.S.E.A. program through League and P.T.A. projects I have observed the wonderful work that is done. It would be a pity if this was curtailed.

I personally feel that the bill passed by the House, H.R. 7819, is a favorable one because it will enable the school systems to plan more effectively. However, I am *not* in favor of the amendment passed which prohibited withholding funds for failure to comply with standards until a hearing has been held and an official finding of racial discrimination has been made. Unfortunately, there are school systems which would take advantage of this. It is necessary to have the prompt withholding of funds for a level toward compliance.

Also, I feel that the present method of supplying funds directly to the projects should be continued. A change would probably cause delays and the disruption of some programs.

Thank you for the opportunity of expressing my views. I hope that you will give them serious consideration.

Most sincerely,

Mrs. JOHN P. KNUDSEN.

RALEIGH, N.C., July 14, 1967.

Senator WAYNE MORSE,  
Subcommittee on Education,  
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: After observing the many accomplishments made possible with ESEA funds here in Raleigh, I wish to urge your subcommittee to extend this program through the passage of S. 1125.

I do, however, oppose the Fountain amendment, for I feel that the greatest progress in school desegregation will only be if the Federal government has the necessary power to exert pressure on local school districts.

Sincerely,

MARGOT H. MADDOCK.

LEAGUE OF WOMEN VOTERS OF RALEIGH, N.C.,  
July 12, 1967.

Senator WAYNE MORSE,  
Chairman, Subcommittee on Education,  
U.S. Senate, Washington, D.C.

GENTLEMEN: While you are considering S. 1125 and H.R. 7819, Elementary and Secondary Education Amendments of 1967, the members of the League of Women Voters of Raleigh, North Carolina, want to commend to you several points.

1. The extension of E. S. E. A. through 1969 would make it possible for school districts and project directors to plan more effectively than for a shorter time. The League approves the amendment to H.R. 7819 which does this and hopes the Subcommittee will recommend such a provision to the Senate.

2. The provision for withholding funds from school districts which do not comply with the standards for desegregation is needed to effect compliance, as under the present Act; we opposed the House amendment which prohibits the withholding of funds during official hearings and until rulings are made on alleged failure to comply, thus allowing delay in desegregation. We urge the Subcommittee to keep the power to withhold funds as it now is.

3. Delay and inefficiency would probably result from altering the procedure of funding projects, to the detriment of the projects. We therefore disapprove of dropping the present direct funding of projects directly and giving funds to states to administer; and we hope the Subcommittee will support the present procedure, as the House did after much debate.

4. Finally, the League members have found that the local (Wake County) E. S. E. A. Title I program, with its purpose of improving communications skills, is very beneficial to the children and the schools, and we earnestly hope that legislation will be enacted to continue such programs.

Sincerely yours,

RUTH C. NOGGLE,  
(Mrs. G. R. Noggle)  
Chairman for National Program.

LEAGUE OF WOMEN VOTERS,  
Asheville, N.C., July 14, 1967.

Hon. WAYNE MORSE,  
Senate Labor and Public Welfare Committee,  
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: The Asheville League of Women Voters is writing to you as chairman of the Subcommittee on Education of the Senate Labor and Public Welfare Committee to express its support of Title I of the Elementary and Secondary Education Act (P. 89-10). We are particularly eager for the extension of authorization for this bill by the passage of the Elementary and Sec-

ondary Education Amendments of 1967 (S. 1125; H.R. 7819), in order to facilitate meaningful planning in the school systems.

We feel that funds from Title I of the ESEA are being very wisely and profitably administered in our local public schools. Programs under Title I in our city schools have provided 56,400 free school lunches to needy students, reading clinics, ten special reading teachers, numerous teacher aides, nine library aides, six special education teachers, two social workers, extensive medical and dental care, as well as various teaching materials and equipment. So far, more than 250 students have taken advantage of the summer reading programs. Similar work is being done in the county schools.

We regret that the House approved the amendment proposed by Representative L. H. Fountain (D., N.C.), since we support withholding federal funds from school districts which fail to meet realistic and effective guidelines and standards for school integration, but are pleased that the House and Senate both passed bills extending the Teachers Corps for three years.

Sincerely yours,

Mrs. GEORGE L. WHITE, *President.*

THE STATE OF NORTH DAKOTA,  
DEPARTMENT OF PUBLIC INSTRUCTION,  
*Bismarck, N. Dak., August 5, 1967.*

HON. WAYNE MORSE,  
*Chairman of the Senate Education Committee,  
U.S. Senate, Washington, D.C.*

DEAR SENATOR MORSE: I just completed reading the exact text of your statements relative to S. 1125 and H.R. 7819.

I wish to compliment and commend you for your stand and your statements. It is really gratifying to know that a ranking Senator and Chairman of the important Committee on Education believes in state rights and local control as far as education is concerned.

I am in full accord with your philosophy and that of your counterpart in the House, Edith Green.

As a member of the Council of Chief State School Officers and as a fellow member of the Board of Directors of that group, with your State Superintendent, Leon Minear, I hear often of your sound and basic beliefs as far as education is concerned.

Speaking for the Department of Public Instruction of our State of North Dakota, as well as myself personally, we are unalterably opposed to the decentralization of the U.S. Office of Education and the control of education from Washington through these regional centers.

Again, thank you, and best wishes.

Yours sincerely,

M. F. PETERSON, *Superintendent.*

LEAGUE OF WOMEN VOTERS OF GRAND FORKS,  
*Grand Forks, N. Dak., July 28, 1967.*

HON. WAYNE MORSE,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR MORSE: As the Senate Labor and Public Welfare Committee progresses with its hearings on S. 1125 and considers the House-passed version of the Elementary and Secondary Education Amendments, the League of Women Voters of Grand Forks wishes to express its views.

The League of Women Voters:

1. Supports extension of the Elementary and Secondary Education Amendments through fiscal year 1969.
2. Supports greatly increased educational opportunity through compensatory programs for disadvantaged groups beginning at the pre-school level and extending through secondary education.
3. Opposes discrimination in education.
4. Supports the withholding of federal funds from school districts which fail to meet realistic and effective guidelines and standards for school integration.

Sincerely,

Mrs. AUGUST FABEL, *President.*

THE LEAGUE OF WOMEN VOTERS OF OREGON,  
Portland, Oreg., July 28, 1967.

Senator WAYNE MORSE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR MORSE: We have reviewed the House passed version of the Elementary and Secondary Education Amendments (H.R. 7819) and want you to know that the League of Women Voters of Oregon is in favor of the extension of the act's authorization through fiscal 1969 and supports the full appropriation as authorized in the House Bill.

Sincerely,

Mrs. GEORGE CASTERLINE, *President.*

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LEAGUE OF WOMEN VOTERS OF PORTLAND,  
Portland, Oreg., July 21, 1967.

Re S. 1125 Elementary and Secondary Education Amendments of 1967.

Senator WAYNE MORSE.

*Chairman, Subcommittee on Education of the Senate Labor and Welfare Committee, Senate Office Building, Washington, D.C.*

DEAR SENATOR MORSE: As we have informed you previously, the League of Women Voters believes that the federal government shares with other levels of government, the responsibility to provide equality of opportunity in education and employment for all persons in the United States. Because employment opportunities in modern technological society are closely related to education, we favor federal programs to increase the education and training of disadvantaged people. The League also supports federal efforts to prevent and/or remove discrimination in education and employment and to help communities bring about racial integration of their school systems.

Realizing the value of increasing the educational opportunity for disadvantaged groups beginning at the pre-school level and extending through secondary education, we support the continuance of such compensatory programs.

We support extension of the ESEA through fiscal year 1969 because the League believes the extension will make it easier for state and local school systems to make meaningful long-range plans.

The League supports the withholding of federal funds from school districts which fail to meet realistic and effective guidelines and standards for school integration. We, therefore, oppose Rep. L. H. Fountain's floor amendment which would prohibit federal officials from withholding funds from school districts while a compliance hearing is underway, and hope that this will not be a part of the Senate version.

We support full authorization and appropriation of programs under Title I of ESEA. The League has no position on the general question of categorical aid versus block grants to the states. However, because of our support of Title I compensatory education programs (which are a form of categorical aid), our organization opposed the Quie amendment. The present method of distribution of Title I funds seems to us to be a better way to guarantee that adequate funds do go for the purpose they are intended: the education of poor children.

On page 6 of the Portland League's publication *The Vicious Circle* which we have sent to you previously, specific information concerning two pre-school programs funded under ESEA in the Portland area is discussed.

The operation of the Model School of Portland which is partially funded under the ESEA, has not been specifically studied by the Portland League, however, we do support the Portland Public School's Race and Education Committee's Report which recommended the initiation of such a program to help the disadvantaged.

Your long interest in and championship of education matters in the Senate are greatly appreciated by us.

Very truly yours,

Mrs. ARNOLD COGAN, *President.*

LEAGUE OF WOMEN VOTERS OF BEND,  
Bend, Oreg., July 12, 1967.

Senator WAYNE MORSE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR MORSE: We understand that hearings are in progress, or soon will be, on the Elementary and Secondary Education Amendments of 1967—S. 1125, as well as the House passed version (H.R. 7819).

Title I programs in Bend have shown great promise and the League of Women Voters of Bend gives its wholehearted support to these compensatory programs for the disadvantaged. It is our hope that these programs might not only be continued, but expanded. One of our local League members teaches a class of junior high school girls who are potential drop outs. She has gained a great deal of insight in dealing with these girls during this past year. Her value to these girls is only beginning, although she is already effective with them and will be even more so as her knowledge of their special problems grow. This must be true of many thousands of such teachers across the entire nation.

We support the pre-school level programs with even more enthusiasm, because the response of this age-group seems the most promising. It is our feeling that pre-schoolers will benefit the most in the long run from the special attention provided under Title I programs.

The League supports extension of ESEA through fiscal 1969 because we believe it allows more meaningful planning by local and state school systems.

We oppose the floor amendment by Rep. L. H. Fountain to the House version, prohibiting federal officials from withholding funds from school districts while a compliance hearing is underway.

In general, the League supports full authorization and appropriation of programs under Title I. It is our hope that you also recognize the importance of the Elementary and Secondary Education Amendments of 1967.

Sincerely,

MRS. RON FRICHTL, *President.*

LEAGUE OF WOMEN VOTERS OF ALBANY,  
Albany, Oreg., July 8, 1967.

Senator WAYNE MORSE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR MORSE: The League of Women Voters of Albany were pleased to receive your letter of July 11 indicating your support for the continuance of the Office of Economic Opportunity's independent status as an Executive Office.

We are now concerned about the Elementary and Secondary Education Amendments of 1967—S. 1125. We understand you are chairman of the Subcommittee which is holding hearings on the bill. We are urging your support of the extension of the ESEA through fiscal year 1969 because the League believes the extension will make it easier for state and local school systems to make meaningful plans. Although the extent of the culturally deprived children in our area is small, we feel the amount received is of great benefit.

Sincerely yours,

THEO. P. JONES,  
Mrs. Robert G. Jones,  
*President.*

ROGENE S. ODDEN,  
Mrs. Duane B. Odden,  
*Development of Human Resources Chairman.*

PORTLAND PUBLIC SCHOOLS,  
Portland, Oreg., August 15, 1967.

HON. WAYNE MORSE,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR MORSE: The Portland Board of Education respectfully requests that no further diversion of ESEA funds by modification of the original allocation formula be considered until such a time as sufficient money is appropriated to extend the program without the necessity of diverting existing funds from city districts.

The Portland Public Schools have steadily received less money under Title I

each successive year. In 1966 the Portland Public Schools received its entire entitlement of \$1,940,000. The 1967 allotment was 82% of that figure. Portland contemplates only 75% of that figure for the coming school year if the present formula, based on the \$2000 family income factor, is maintained. If, on the other hand, the \$3000 factor is used, Portland will receive only 66% of the original entitlement.

The result of introducing the \$3000 factor will be to divert needed funds from the very poor in the large cities to the moderately poor in rural areas. Certainly rural families (many of which are on farms) with cash incomes of \$3000 are not in as desperate situations as are city families with \$2000 or less income and no other resources.

The Portland Board of Education is hopeful that the Senate will not divert funds from large cities at a time when problems of the very poor and disadvantaged are increasing in the cities, when cities are experiencing more severe tax shortages than ever before, and when educational costs are rising sharply.

Portland has made an excellent beginning in the solution of educational problems of the poor and disadvantaged. The relationship between poverty and lack of educational attainment in city populations has been well documented through research. Intensive programs, such as those carried on in Portland, are essential to achieve the kinds of results we have begun to experience.

Because of its confidence in its programs for disadvantaged, the Portland Board of Education budgeted \$200,000 in an attempt to maintain its program and make up for anticipated loss of federal funds. This was done when the Portland school district is experiencing the most severe financial crisis in its history, necessitating complete elimination or severe curtailment of other needed programs—for example, athletics, book programs, nursing services, vocational programs, and more.

If Congress now adopts a new formula which further reduces funds to cities, Portland will not be able to maintain even the essentials of an adequate program for the disadvantaged despite local sacrificial efforts to do so.

We express our earnest request that you use your influence to maintain the present distribution formula based on the \$2000 family income factor. The Portland Board of Education will again present this issue, which is of concern to all large cities, to the legislative committee of the large-city section of the National School Boards Association, of which Mr. John Beatty, Jr., of our Board, is chairman.

Respectfully,

R. W. DEWEESE,  
*Chairman, Board of Education.*  
MELVIN W. BARNES,  
*Superintendent of Schools.*

EDUCATIONAL SERVICE,  
*Corvallis, Oreg., June 18, 1967.*

Senator WAYNE MORSE,  
*Senate Office Building,*  
*Washington, D.C.*

DEAR SIR: I hope you vote against Edith Green's amendments to the education bill, (I don't have the number at hand). The educational system from the State Department down through the grade school has no real competition. They have been failing the lower third of the school population regardless of where this third lives or why they happen to be in the lower third.

The OEO is making the first effort to do something about these failures. Let's not add to the power of the present system. It is to be hoped that the Federal Government could find more ways of forcing national discussion on attitudes and practices in the lower grades.

Respectfully yours,

MARY E. ROBERSON.

PENNSYLVANIA STATE EDUCATION ASSOCIATION,  
*Harrisburg, Pa., June 1, 1967.*

HON. WAYNE L. MORSE,  
*Senate Office Building,*  
*Washington, D.C.*

MY DEAR SENATOR MORSE: The National Commission on Teacher Education and Professional Standards (NEA) has informed the USEA's Teacher Educa-

tion Professional Standards Commission of our possible interest in an amendment to the Elementary Secondary Education Act (Senate Bill No. 1125).

I am writing in behalf of the Commission's expressed support for this proposed legislation. I understand that it may already be in the process of consideration. I would hope that our endorsement at this time is not too late to be meaningful.

Thank you for your efforts in our behalf.

Sincerely,

WM. G. PETTIBON,  
*Director of Higher Education.*

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LEAGUE OF WOMEN VOTERS OF THE WEST CHESTER AREA,  
*West Chester, Pa., July 19, 1967.*

HON. WAYNE MORSE,  
*Senate Office Building,*  
*Washington, D.C.*

DEAR SIR: The League of Women Voters of the West Chester Area would like you to be cognizant of our interest in the proposed amendments to the Elementary and Secondary Education Act of 1965.

The League's national position supports greatly increased educational opportunity through compensatory educational programs and further, supports withholding funds from school districts which fail to comply with standards for school desegregation.

Implementation of programs in our school district has produced some positive results, not only for the school children, but the school administration and community. As an adjunct the local school board established a Lay Advisory Committee for state and federal programs. Its function is to observe, evaluate, and make recommendations concerning programs funded under ESEA. In their report to the school officials, the Committee commented as follows: "Many of the programs provided dramatic examples of their value not only to the students themselves but their classmates and the entire community. These programs have shown that the disadvantaged child does not need to be relegated to a second class education, but can become a productive member of society."

We enlist your support for full appropriations and extension of the Act through 1969.

Sincerely yours,

MRS. GEORGE WEIMER,  
*Education Chairman.*  
MRS. SEYMOUR GREENBERG,  
*Human Resources Chairman.*  
MRS. GERALD GORDON,  
*President.*

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LEAGUE OF WOMEN VOTERS OF SOUTH CAROLINA,  
*Columbia, S.C., August 3, 1967.*

HON. WAYNE MORSE,  
*Chairman, Subcommittee on Education,*  
*U.S. Senate, Washington, D.C.*

DEAR SENATOR MORSE: In regard to the Elementary and Secondary Education Amendments of 1967 (S. 1125), the League of Women Voters of South Carolina would like to express its support of the action of the House of Representatives (H.R. 7919) in extending the Elementary and Secondary Education Act through fiscal 1969.

We believe that the extension of time will give state and local school systems a better opportunity to plan for means of continuing the benefits realized thus far from the act. To discontinue aid at this point would result in many programs being dropped.

While the effects of the act, particularly Title I, are being felt to some extent now, it is too soon to see end results on a very large scale. Local school systems are not prepared, in many cases, to take on full responsibility for programs which have not yet reached the point of proving (in an obvious way) their own worth. Programs which are flexible enough to allow innovation and experimentation, as is the case with the Elementary and Secondary Education Act of 1965, need time to show results in order to sell themselves.

We support the full appropriation as passed by the House of \$3.3 billion in fiscal 1968 and \$3.4 billion in fiscal 1969, with \$2.4 billion designated for Title I in 1968 and \$2.6 billion in 1969. We urge your support of these appropriations.

We oppose, and we urge defeat in the Senate of, the amendment by Rep. L. H. Fountain (H.R. 7919) which prohibits federal officials from withholding funds from school districts while a compliance hearing is under way. The League has taken its stand against discrimination in education and supports the policy of withholding federal funds from school districts which fail to meet realistic and effective guidelines and standards for school integration, and Rep. Fountain's amendment seems to be one more stalling device.

Very sincerely yours,

KELLER H. BUMGARDNER, *President.*

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THE STATE OF WISCONSIN,  
DEPARTMENT OF PUBLIC INSTRUCTION,  
*Madison, Wis., August 7, 1967.*

HON. WAYNE L. MORSE,  
*Chairman, Senate Education Committee,  
Senate Office Building, Washington, D.C.*

DEAR SENATOR MORSE: I was pleased to read your comments at the opening of the Senate Education Committee hearings on S. 1125-H.R. 7819. We who function at the cutting edge (state and local school district level) are committed to fulfilling the goals and purposes of Congress as spelled out in the Elementary and Secondary Education Act of 1965. At the same time, however, we are also very much concerned with the fundamental administrative relationships in administering that act.

You have heard testimony from several of my colleagues, State Superintendents of Public Instruction, and Dr. Edgar Fuller, Executive Secretary of the Council of Chief State School Officers. I want to emphasize my complete accord and support of that position.

The action by the House of Representatives meets a number of our highest priority concerns; among them are:

Support of the Gibbons Amendment in Title I, ESEA

State plan operation for Title III, ESEA

Elimination of proposed Part B, Title V, ESEA (Long range planning already authorized in 503 of Part A, Title II)

In addition, I urge increased funds for Title V, ESEA and restoration of Title III, NDEA appropriation to at least that of FY 1967 level.

I am certain that you will hear considerable argument concerning the inability of the state educational agency and local agencies to deal responsibly with the purposes and intent of ESEA. While states probably do differ, I believe it is time to separate some of the fact and fiction in this argument. I think we need only ask two or three questions on this issue:

1. Who really implemented and made Titles I and II, ESEA work amid the booming confusion of the first and second year? I believe the facts will bear out performance of the state and local school district.

2. In states where Title III, ESEA projects were of best quality, where did the leadership come from? Here again I think you will find many states fulfilling the expectations.

3. When administering bottlenecks developed, from where did they arise? Here I think the federal agencies will have to assume a fair if not lion's share.

I urge your careful consideration and support of the action on ESEA by the House of Representatives. I would be most pleased to furnish any information which you or the Senate Committee may desire.

Cordially,

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WILLIAM C. KAHL,  
*State Superintendent.*

MAY 17, 1967.

HON. WAYNE MORSE,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR MORSE: After reviewing the current literature in regard to the issues surrounding the E.S.E.A.—P.L. 89-10, I thought I would drop you a line

and express my views on a couple of points concerning the amendment that Rep. Albert Quie has offered as a substitute for the administrative bill in the House Education committee.

In theory, I agree with Rep. Quie's idea of general aid to education, but I question in my mind whether the timing is right for this kind of bill presently.

The fruits of the Elementary and Secondary Education Act are just now beginning to show. If we accept the Quie amendment to set up a new distribution formula, I am afraid it would leave a real void in the program of helping the educationally deprived child in the slum school, both urban and rural.

Administrators of local school districts constantly complain in regard to the red tape involved in submitting proposals and in receiving funds from 89-10. I wonder if we shouldn't try to streamline the administrative machinery in the U.S.O.E., to make it less cumbersome for local districts to submit proposals for funding. I am confident that the U.S.O.E. can do and is doing a good job considering the circumstances they operate under.

Your consideration in reviewing my comments is appreciated and I am most anxious in knowing your views in regard to the Quie amendment.

Kindest personal regards,

Sincerely,

ROBERT JENSEN.

The first part of the report deals with the general conditions of the country, and the second part with the details of the various districts. The first part is divided into two sections, the first of which deals with the general conditions of the country, and the second with the details of the various districts. The second part is divided into three sections, the first of which deals with the details of the various districts, the second with the details of the various districts, and the third with the details of the various districts.

The first part of the report deals with the general conditions of the country, and the second part with the details of the various districts.

## APPENDIX C

### Resolutions, Petitions, Memorials, and General Correspondence on Public Law 89-10 Programs and Provisions of Title III, Elementary and Secondary Education Act

U.S. SENATE,  
COMMITTEE ON THE JUDICIARY,  
*Washington, D.C., September 6, 1967.*

HON. WAYNE MORSE,  
*Chairman, Education Subcommittee, Labor and Public Welfare Committee,  
Senate Office Building, Washington, D.C.*

DEAR SENATOR MORSE: I am enclosing the August 30 letter I have received from Mr. M. F. Peterson of Bismarck, North Dakota, regarding S. 1125, which is presently pending before your Subcommittee.

I respectfully urge that in its deliberations of S. 1125 the Subcommittee give careful consideration to the thoughtful comments of Mr. Peterson. Mr. Peterson is slated to become President of the Council of Chief State School Officers in November.

With kind regards, I am,  
Sincerely,

QUENTIN N. BURDICK.

Enclosure.

THE STATE OF NORTH DAKOTA,  
DEPARTMENT OF PUBLIC INSTRUCTION,  
*Bismarck, N. Dak., August 30, 1967.*

HON. QUENTIN N. BURDICK,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR BURDICK: It is my understanding that the amendments to H.R. 7819 and S. 1125 (Elementary and Secondary Education Act) for 1967 and the appropriations for 1968 have not yet been considered in the Senate. According to the information I have, Senate hearings and consideration will not be until after the Labor Day weekend.

First, relative to the proposed reductions—it seems to me that it would be unfair to cut the appropriations for education perhaps 10 per cent across the board and maintain the present or even increase the appropriations for OEO and other non-education Federal programs. After all, OEO, the Job Corps, and Head Start, for example, are really educational and I am confident that education could do the job that those programs are doing if those funds were routed through educational channels.

I am happy about the language in the Senate Appropriations Report relating to the regional offices established by HEW. That is the report which states that "The Office of Education sought 285 new positions in its budget request for fiscal year 1968. The House disallowed 155 of these positions, allowing only 130, all of whom were to be assigned to regional functions. The committee has reviewed the program and has concluded that there is no great need for such a concentration of personnel in regionalization of the Office of Education functions. On the other hand, there does appear to be a need for more personnel to serve the handicapped, to serve the program for research and the program for adult and vocational education. The Office of Education may utilize these additional employees in these latter programs."

Since I am writing relative to ESEA, I would like to express my thoughts relative to some of its titles. First, Title III—I believe sincerely that the responsibility and authority for the administration of Title III should be in the Office of Education and the State Departments of Public Education.

According to the provisions of Title III, as we understand them, State Departments have some responsibility but no authority. Should North Dakota's Department of Public Instruction have the authority to administer Title III of ESEA, I would immediately appoint a person, and more if necessary, to direct and coordinate the program. I have added to our staff coordinators in Titles I, II, and V.

The following statement as stated on Pages 166 and 167 in the Miller Report, "There are States in which the State Agency is at present incapable of providing the kinds of leadership necessary to achieve the objectives of Title III . . ." This I think is absolutely false. States will rise to the occasion when given the authority along with the responsibility. As long as we have the kind of responsibility that we have today, which isn't much, for Title III, I do not wish to add a person to our staff to supervise, direct, and coordinate Title III. I think it would be a waste of manpower and funds.

On the other hand, should we have authority, leadership, and guidance, as well as responsibility in Title III, we will assume that leadership and guidance and set up the proper machinery in our office to administer the program.

When the Elementary and Secondary Education Act was passed, it was emphasized that Title III was not a matter for immediate attention.

Quoting from the memorandum which has been filed for the record of the Senate hearings, "An analysis of the first year of operation of PACE (Title III) reveals some very important facts. States in which the departments of education have taken the responsibility to organize for and give direction to Title III at the State level have submitted projects which (1) are of higher quality, (2) more exemplary and innovative in content and service, (3) significantly relate the State's assessment of education needs of problems at the local level to solutions in the national, State, and local interest, and (4) have apparently made full and wise use of funds available to that State."

The above quoted paragraph indicates that states which have gone ahead to accept full responsibility, and I assume put persons in charge of Title III, have really made significant progress. I repeat, we don't plan to add to our staff for this purpose unless we have more responsibility and authority in Title III.

It appears to me that there is an effort that education, at least some of its phases, be definitely influenced, if not controlled, from Washington. As a matter of fact, according to the Report, Title III was intended by the Presidential Task Force, which was unnamed and unpublicized, that developed the Elementary and Secondary Education Act of 1965, to be a Federal program.

The Council of Chief State School Officers, of which I am scheduled to become President in November of this year, is of the firm belief that Title III supplementary service centers should be coordinated with emerging State intermediate supplementary centers.

North Dakota is in a position to take every advantage of the provisions of Title III should we be at liberty to administer it in such a way that we can establish supplementary and service centers within our state. We could develop and establish such centers in our eight largest cities, or in our six judicial districts, thus providing quicker and better service and assistance to our schools and school personnel.

I wonder if the Congress and/or the U.S. Office of Education would like to place Federal supervision in the local classroom. Dr. Miller in his report recommended the authorization of Federal Title III grants under \$10,000 to be made directly to classroom teachers.

Now a word about Part B in Title V of ESEA. Part B would authorize \$15 million of Title V funds to cause nationwide uniformity in planning and evaluation as provided in S. 1125. It would be administered by the U.S. Office of Education. Part B would add nothing in terms of authorizations to the states in Section 503 of the current Title V.

Title V of ESEA was designed, according to the law itself, to strengthen State Departments of Education. The imposition of Federal controls in Part B of Title V would weaken rather than strengthen State Departments.

What I am trying to say is that the administration and control of education should be in the hands of the states with the local districts as subdivisions or arms of the states. The constitutions of the 50 states provide for state control and state administration of education, and the Constitution of the United States does not provide for Federal control and administration of education.

State Departments of Education certainly are more informed about education

in their states than national agencies. I believe that local officials are more informed and are in better position to cope with problems on the local level than we are on the state level, hence we cooperate and permit as much local control as is in keeping with state laws, and North Dakota laws are such that the State Department of Education cannot dictate to local districts. We are a coordinating, advising, assisting, and administering agency. The ultimate responsibility for education in North Dakota lies with the people in the local school district.

Best wishes, Senator.  
Yours sincerely,

M. F. PETERSON, *Superintendent.*

U. S. SENATE,  
COMMITTEE ON APPROPRIATIONS,  
*April 25, 1967.*

HON. LISTER HILL,  
*Chairman, Senate Labor and Public Welfare Committee, U.S. Senate, Wash-  
ington, D.C.*

DEAR SENATOR HILL: Enclosed is Senate Concurrent Resolution "LLL" which was adopted by the 40th Legislative Assembly of the State of North Dakota earlier this year.

As you will note, this resolution directs the North Dakota Association of School Administrators to urge the federal government to refrain from allocating school funds directly to local school districts. I thought you would like to have the views expressed in this resolution and especially when you consider legislation to provide federal assistance for schools. I sincerely hope that you will be able to give the views expressed in it every possible consideration.

With warmest personal regards,  
Sincerely,

MILTON R. YOUNG.

Enclosure.

FORTIETH LEGISLATIVE ASSEMBLY, STATE OF NORTH DAKOTA BEGUN AND HELD AT  
THE CAPITOL IN THE CITY OF BISMARCK, ON TUESDAY, THE THIRD DAY OF JANU-  
ARY, ONE THOUSAND NINE HUNDRED AND SIXTY-SEVEN

SENATE CONCURRENT RESOLUTION NO. "LLL"

(Nasset, Coughlin, Longmire, Larson (32))

A concurrent resolution directing the North Dakota Association of School Administrators to urge the federal government and the North Dakota congressional delegation to refrain from allocating school funds directly to local school districts:

Whereas, the federal government in allocating school funds categorizes and applies the funds to certain school programs without regard to the total specific needs of a state; and

Whereas, the federal government, in allocating such funds, makes them available or pays them directly to a local school district without any notice to the state's administering agency that it has done so; and

Whereas, the state also provides financial aid to such local districts, which aid is determined on a statewide basis, and attempts to take into consideration known federal funds made available to such districts; and

Whereas, the state aid program could become more equitable if all funds from whatever source were channeled through a central state agency, such agency being the superintendent of public instruction in North Dakota; and

Whereas, the North Dakota Association of School Administrators also has an interest in the federal government's present practice of handling such funds: Now, therefore, be it

*Resolved by the Senate of the State of North Dakota, the House of Representatives concurring therein,* That the federal government is hereby urged that in administering its programs which allocate money to local school districts in any state that such administration be channeled through the office of the super-

intendent of public instruction and/or the state board of public school education, which office and/or state board is charged with the duty of administering such allocations to elementary and secondary schools, and that the North Dakota association of school administrators be urged to bring such practice to the attention of the department of federal government responsible for such action and to the attention of our North Dakota congressional delegation; be it further

*Resolved*, That enrolled copies of this resolution be forwarded by the Secretary of State to the North Dakota congressional delegation and to the President of the North Dakota Association of School Administrators.

CHARLES TIGHE,  
*President of the Senate.*  
LEO LEIDHOLM,  
*Secretary of the Senate.*  
GORDON S. AAMOTH,  
*Speaker of the House.*  
G. R. GILBREATH,  
*Chief Clerk of the House.*

STATE OF ARKANSAS,  
DEPARTMENT OF EDUCATION,  
*Little Rock, March 22, 1967.*

HON. J. W. FULBRIGHT,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR FULBRIGHT: The Arkansas Education Department strongly recommends and urges you to support efforts to amend Title III of the Elementary and Secondary Education Act of 1965. Such efforts will seek to provide for the States to submit state plans for the administration of this Title. Presently, the law requires simply a review of local projects by the state departments of education, with recommendations to the United States Office of Education. This is often largely meaningless, and gives the States no real authority in working with local districts in developing projects in keeping with the purposes of the Act.

In a Memorandum of November 9, 1966, the United States Office of Education made the following evaluation:

#### STATE LEADERSHIP

"An analysis of the first year of operation of PACE reveals some very important facts. States in which the departments of education have taken the responsibility to organize for and give direction to Title III at the State level have submitted projects which (1) are of higher quality, (2) more exemplary and innovative in content and service, (3) significantly relate the State's assessment of educational needs of problems at the local level to solutions in the national, State, and local interest, and (4) have apparently made full and wise use of funds available to that State."

We urge you to give every consideration to actively supporting an amendment to Title III in order that the States may be given an appropriate role in implementing Title III of this Act.

Sincerely yours,

A. W. FORD, *Commissioner.*

WILMINGTON, DEL., *August 4, 1967.*

Senator WAYNE MORSE,  
*Senate Committee on Labor and Public Welfare,*  
*Senate Office Building, Washington, D.C.:*

Opposed to title III amendment of ESEA, 1967. With State agency control, the vital national impact of new educational programs would be lost. Central coordination of effort on a national level is a necessity and must not be sacrificed. In addition, increasing the State education agencies control of Federal funds could adversely affect the initiative of local school district to innovate.

Dr. CARROLL W. BIGGS,  
*President, Research for Better Schools, Inc., Regional Educational Laboratory, Pennsylvania, New Jersey, Delaware.*

PEORIA, ILL., July 20, 1967.

HON. WAYNE MORSE,  
*Chairman, Senate Sub-Committee on Education,*  
*U.S. Senate, Washington, D.C.*

SENATOR MORSE: I am writing this letter to urge you and your sub-committee not to approve the recent House legislation which shifts jurisdiction in the Title III of the Elementary and Secondary Education Act from Federal to State offices.

The states are notoriously inept in handling matters of this nature. Particularly, the fate of programs in the performing arts has been lamentable. On the other hand, the Federal government has shown a great interest in and respect for the educational division of the arts. This control must not devolve to the inadequate shoulders of petty state governments.

As an instructor in Educational Theatre, I am even more convinced that the program now pending before you—S. 1125—must be rejected as unhealthy, disturbing, and nullifying to the generally delicate conditions of the arts in education.

Regards,

TIMOTHY J. GURA.

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EVANSTON, ILL. July 22, 1967.

Senator WAYNE MORSE,  
*Senate Building,*  
*Washington, D.C.*

DEAR SENATOR MORSE: I, like thousands of other citizens concerned for the welfare of the arts in our country, am greatly disturbed to hear that the House has voted to shift from the Federal Government to States the jurisdiction over Title III. of the Elementary and Secondary Education Act.

We have been encouraged by the Federal promotion of the arts in recent years. The country has moved upwards in its cultural level, as good programs, competently directed, have gone forward.

We know well enough what will happen if the Senate, too, votes to turn the matter over to the states. As you know, the states are not equipped to promote the arts, and practically nothing will be done. It is discouraging enough to read of the billions being poured into the war, knowing that nothing constructive can come out of it, without facing the negative results which will come if or when the states are given the job of developing the art programs of the country.

As chairman of the Senate Subcommittee on Education now studying the bill in question, S. 1125, you are the Senator we look to more than anyone else to prevent the action of the House from becoming a law. You will have the appreciation of all who love the arts if your committee's report influences the Senate not to approve the action of the House in this matter.

Respectfully and sincerely,

WINIFRED WARD.

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TOPEKA, KANS., August 15, 1967.

HON. WAYNE MORSE,  
*U.S. Senate, Washington, D.C.:*

Respectfully request your attention to certain matters regarding testimony of Secretary Gardner and Commissioner Howe before Senate Subcommittee on Education regarding S. 1125 and H.R. 7819. Convinced Kansas State Department of Public Instruction sufficiently strong to administer all phases of title III of PL 89-10. Also sole purpose of title V of PL 89-10 to strengthen State departments of education in all States. Convinced State education agencies must be given opportunity to assume responsibility. Such agencies in best position to determine educational needs and values accruing to local school districts and area projects. Also convinced testimony as to weak State departments is biased and prejudicial. Greene amendments are sound. Hope Senate will sustain same. Your support appreciated.

W. C. KAMPSCHROEDER,  
*State Superintendent.*

UNIVERSITY THEATRE,  
THE UNIVERSITY OF KANSAS,  
Lawrence, Kans., July 18, 1967.

Senator WAYNE MORSE,  
Chairman, Senate Subcommittee on Education,  
United States Senate, Washington, D.C.

DEAR SENATOR MORSE: It has come to my attention that the House has voted to shift from the Federal Government to the State Governments jurisdiction over Title III of the Elementary and Secondary Education Act. I also understand that your subcommittee is now considering the bill, S. 1125.

Passage of this bill would indicate a trend away from that recently established, namely federal support of the arts. The States in the past have proved incapable of developing arts programs, for the most part, exceptions being New York and Pennsylvania.

I urge you to consider this bill carefully before recommending its passage. The general cultural climate in this country has improved in recent year, largely through the interest which has been taken by the Federal Government. Those of us in the arts would like to see that kind of support continue.

Sincerely yours,

ROBERT R. FINDLAY,  
Assistant Professor.

COMMONWEALTH OF KENTUCKY,  
DEPARTMENT OF EDUCATION,  
Frankfort, Ky., June 7, 1967.

HON. WAYNE MORSE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR MORSE: The Kentucky Department of Education Legislative Committee has reviewed amendments to the Elementary and Secondary Education Act of 1965 passed in the House.

These amendments receive the endorsement of our department of education and move toward carrying out recommendations contained in the annual resolutions of the Kentucky Education Association, the Kentucky School Boards Association, the Kentucky Association of School Administrators and the National Committee for the Support of Public Schools.

It is particularly gratifying to our department that the House saw fit to trust the judgement of state education agencies with respect to approval of Title III, ESEA projects. We are further pleased that sums of money approximating one-fifth of all appropriations under provisions of Title V, ESEA have been placed, through elimination of Section 505, where they should logically be placed, in the state education agency, to strengthen that agency.

We solicit your support for the bill as passed in the House.

Sincerely yours,

HARRY M. SPARKS,  
Superintendent of Public Instruction.

Attachment.

#### APPROPRIATIONS

The House Appropriations Committee on May 25, 1967 passed an appropriations bill which provided \$29,000,000 for Title V, ESEA, 1965 as amended. The \$29,000,000 is what the administration recommended but was far short of the authorization of the House Committee on Education and Labor.

Many programs were recommended for slight or substantial increases and yet if the administration's recommendations hold on Title V (strengthening state departments of education), there will be an actual reduction in funds available to state education agencies during fiscal 1968. During 1967 the appropriation for Title V was \$22,000,000. The appropriation of \$29,000,000 for fiscal 1968 appears to be an increase *but is actually a decrease* when viewed objectively. Here is the way the funds were shuffled:

Program	Appropriation, fiscal 1967	Appropriation, fiscal 1968
Title V, ESEA.....	\$22,000,000	\$29,750,000
Title X, NDEA.....	2,250,000	0
Title III-B, NDEA (supervisory service).....	7,500,000	2,000,000
Total.....	31,750,000	31,750,000

You can see that there isn't one penny recommended or appropriated for expansion.

The appropriation level for 1968 is identical to the amount of 1967. The catch is that the \$7,750,000 transferred from NDEA to ESEA, Title V is now subject to 15% retainage in the Commissioner's office for Section 505 grants of his choosing. This has the effect of reducing the appropriations to the states to \$1,162,500 less than the previous year.

The Secretary and the Commissioner have a long record of support in strengthening state departments of education. These recommendations to congressional committees do not appear to reflect this concern.

When the House Education and Labor Committee in their wisdom proposed that an additional \$15,000,000 be added to Title V for statewide planning and evaluation of educational programs, the administration not only refused to appropriate this amount but did not even provide starter money for this vital function.

UNIVERSITY OF MINNESOTA,  
GENERAL EXTENSION DIVISION,  
Minneapolis, Minn., August 28, 1967.

Senator WAYNE MORSE,  
Capitol Building,  
Washington, D.C.

DEAR SENATOR MORSE: I am writing to you regarding a bill your Subcommittee on Education is now studying. The bill in question is S. 1125 regarding jurisdiction over Title III of the Elementary and Secondary Education Act.

As a long-time Wayne Morris supporter, both as a constituent in Oregon and now as a member of the University of Minnesota faculty, I would like to encourage your very careful consideration of this question. In working with Title III of the Elementary and Secondary Education Act on several occasions, it is my feeling that to move jurisdiction to the state level would be infinitely harmful to the arts and to education. Although some state legislators are forward looking, intelligent men, others, unfortunately, are parochial and uninterested in the objectives of many elementary and secondary school projects. The recent trend toward support for the arts in education has had a vitalizing force in this part of the country and, I am sure, this is true in Oregon as well.

I hope that we may continue to benefit from the experience which federal agencies have gained in working with these kinds of proposals, and we will not be forced to go over that same preliminary ground again on the state level.

Hope to visit with you next time I am in Eugene.

Regards,

GORDON S. HOWARD,  
Director, Chairman of Region VII of the American Education Theatre  
Assoc. (Minnesota, North and South Dakota).

CATHEDRAL HIGH SCHOOL,  
St. Cloud, Minn., August 21, 1967.

Hon. Senator WAYNE MORSE,  
Chairman, Senate Subcommittee on Education,  
Senate Office Building, Washington, D.C.

HON. SENATOR MORSE: I hope it is not too late to appeal to you and your Senate Subcommittee to do everything in your power to keep the bill question S. 1125 from passing in the form which the House passed on it. The jurisdiction of Title III of the Elementary and Secondary Education Act, if placed in the hands

of the States, will simply be the death of the healthy growth which the arts had under the hand of the Federal Government.

We all know; let's face it, that States haven't done anything to develop an arts program, are uninterested, or unwilling, and everybody knows, are financially incapable of supporting such a program with the exception of New York, perhaps. The Arts Program can be one of the most exciting and profitable projects for Peace Economic Opportunity, and Cultural Growth and Good Will in the nation and in the world, if we, as a people could just swing our attention and attitudes toward developing its nuclear potential. In our days of leisure time, we must provide room in the fine arts for more of our talented youth and find ways of developing appreciative audiences. Thank you.

Respectfully yours,

Sister JUDINE SUTER, O.S.B.,  
Drama Director.

SYRACUSE UNIVERSITY,  
Syracuse, N.Y., June 22, 1967.

HON. WAYNE L. MORSE,  
Senate Office Building,  
Washington, D.C.

DEAR SENATOR MORSE: Although I recognize the life long interest and dedication of Congresswoman Green to the cause of education, I am deeply concerned about the implications of her amendment to the Elementary and Secondary Education Act of 1967. As I understand her amendment it would transfer programmatic authority over Title III grants from the United States Office of Education to the several State Departments of Education.

Title III, from my perspective, is one of the most significant educational developments in recent decades. It provides for supplementary educational centers developed by local educational agencies working closely with other cultural institutions and services in a local area. It is required by law that plans for these centers be developed with the knowledge and advice of State educational agencies, but the latter are not at present permitted to make the final decisions on Title III projects. Such decisions rest with the United States Office of Education.

My understanding of the initial legislative intent vis-a-vis Title III is that the Congress wished to promote the highest possible degree of grass roots experimentation and responsibility in the creation and development of supplementary educational centers. It also wished to promote local coordination between the centers on the one hand and Title IV Research and Development Centers and Regional Laboratories on the other. Neither of the latter is under the jurisdiction of State departments of education for the simple reason that R & D and laboratory activities are often associated with private universities or with regional complexes which transcend State lines. Finally, the original sponsors of Title III, recognizing the extraordinary uneven staff capacities of State educational agencies, their sometimes parochial and conservative traditions, and their increasingly vast burdens of conducting other educational business, did not wish to hinder local educational experimentation by subjecting it to another bureaucratic layer at the State level.

Some states—and New York is one—have sufficiently vigorous and competent staffs in their Education Department so that local educational agencies on the one hand and the United States Office of Education on the other welcome a very substantial State participation in developing Title III projects. Where States demonstrate their capacity to play a major and positive role in Title III submissions they presently can and do have a significant—even determinative—role as brokers between local educational agencies and the United States Office of Education. This is as it should be. It is my observation that the United States Office of Education has both welcomed and encouraged this kind of development.

But where State departments of education are ill-equipped by staff, experience, and inclination to play a positive role under Title III, present legislative language makes it possible for vigorous local educational agencies to move dramatically ahead with the support and discretion of specially-trained staff in U.S.O.E. who can give special help and leadership in part because they can measure the quality of submissions against other Title III projects, not just

from inside one state, but from across the length and breadth of the entire nation.

In my estimation, Congresswoman Green's amendment—however well intentioned—would be a retrogressive, inhibiting, and bureaucratic step. In many states, its effect would be to curb local initiative, to deny localities the benefit of nation-wide experimentation, to delay the processing of applications, and to preclude the effective coordination of Title III projects with research and development and educational laboratory programs which cannot by their nature be responsible to State educational agencies.

I therefore hope that the Senate will not accept Congresswoman Green's amendment. Although these views are my own and do not necessarily reflect the views of any institution or association with which I am connected. I wish to identify myself for the record as a Regent of the State of New York, as Secretary-Treasurer of the National Academy of Education, and as the co-author of a study soon to be published on the history and administration of the Elementary and Secondary Education Act of 1965.

With warm personal regards.

Sincerely,

STEPHEN K. BAILEY, *Dean.*

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EDUCATIONAL FACILITIES LABORATORIES, INC.,  
*New York, N.Y., July 6, 1967.*

Senator WAYNE L. MORSE,  
*Senate Office Building,*  
*Washington, D.C.*

DEAR SENATOR MORSE: This morning's *New York Times* carries a front page article entitled "Educators Bid U.S. Drop Reins on Aid." Without arguing their general position, about which I have reservations, I would like to express to you my belief that the administration of Title III of the Elementary and Secondary Education Act should for the time being remain in the U.S. Office of Education.

Just as NDEA was a milestone, so the Elementary and Secondary Education Act of 1965 is everywhere bringing our schools to life. And of all of its titles, Title III is the one which holds the greatest promise of bringing about the fundamental changes necessary to make education work better. Title III aims itself squarely at the general institutional condition of everybody wanting progress but nobody wanting change.

Title III provides most schools with the only venture capital they ever had. In the past, and with rare exceptions, our schools have not initiated important changes in anticipation of problems; more often they have simply reacted by increasing the quantity of what they were already doing. Not until Title III, which provided money to think with, have schools generally started to invent ways of responding to the new conditions of life and therefore of education. Prior to Title III education was almost totally dependent on philanthropy for the support of experimentation involving other community agencies and likely to produce new ways of organizing education.

Seeing this, I regard the moving of the administration of Title III to the States as not now in the national interest and for these reasons:

1. Many State Departments of Education aren't strong enough to assert leadership in educational invention. Historically, many Departments have been regulatory and custodial. Indeed, the purpose of another title—Title V—is to strengthen the State Departments of Education.

2. Education still suffers from over-fractionation: 21,000 school boards ranging in their governance from practically no children to over a million. Their perspectives are too often bounded by the territory of their districts. Yet the most important problems we face are not unique town by town, city by city, but are often regional, if not indeed national. Distributing the administration of Title III to the States, each concerned primarily with its own problems, will encourage a piecemeal approach to the solution of such problems.

3. We are blessed with good leadership at HEW and USOE. Until a majority of the States are staffed for innovation and invention, I believe we are safer to entrust education's venture capital to the USOE, where competitive local pressures can be more effectively dealt with, and where the original mission of Title III can be preserved.

Title III isn't just another title. It is the one title that gives us hope that education thus aided may catch up to business and industry in their approach to invention and tryout in the field.

In sum, I hope you and your colleagues will regard the dispersal of Title III as premature. From what I have read I realize that Mrs. Green, who is so often on the side of the angels, is of a different view. But from where I sit, this is how I see it.

By way of personal identification, I worked in the public schools of Massachusetts for 27 years until 1958, the last nine as Superintendent of Schools in the City of Newton, and since then as President of Educational Facilities Laboratories, Inc., a foundation which expends \$2 million annually to help schools and colleges plan better physical facilities.

As I travel among the nation's schools I am struck with the similarity of their problems, not their differences. And everywhere I observe the slowness with which new ideas are transmitted from one situation to another.

In my view, both invention and dissemination are more likely to be speeded up if Title II remains in Washington, and I am apprising Commissioner Howe of my belief by sending him a copy of this letter.

Respectfully,

HAROLD B. GORES, *President.*

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KINGSBOROUGH COMMUNITY COLLEGE,  
OF THE CITY UNIVERSITY OF NEW YORK,  
*Brooklyn, N.Y., July 3, 1967.*

HON. WAYNE MORSE,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR MORSE: As Presiding Officer of the National Advisory Committee for Title III of the ESEA, I wish to go on record, on behalf of the Advisory Committee, as strongly opposing the Green Amendment, turning the Title III over to the States. While this letter is not intended as an inclusive statement of our objection, I do want to make clear the Committee's main reasons for opposing the amendment.

May I begin by pointing out that it is the considered view of our Committee that most of our States are simply not ready to accept responsibility for administering Title III at this time. We believe this to be so for the following reasons. Our schools have done a yeoman-like job of expanding to meet the increasing pressures of growing enrollments brought on in the last few decades. The concentration of time and effort in this area has been both understandable and necessary. It has meant, however, that very few State departments of education have had either the time or resources to devote to critical evaluation of on-going procedures, and the development of more creative responses to the continuing question of how to best educate the country's youth. This anomalous situation has developed: At a time when more effort than ever before is being devoted in our universities to new and better ways of conducting our school systems, little of this knowledge is actually being effectively used on a widespread basis in our elementary and secondary schools. This is rightfully viewed as an intolerable situation. Title III is attempting to change this. Its essential thrust is to decentralize the point at which innovation can take place, allowing creative projects to be funded at the local level in a time when efforts and resources of State departments of education are unlikely to be available in the required quantities. By carefully screening proposals, and funding only the more innovative and creative of those submitted, the OE has tried to show that effective innovation and creativity can be forthcoming on the local level if it is just given the chance. This approach holds promise of overcoming the "knowledge implementation gap" which we face in our schools today. It is absolutely imperative that this innovative thrust be maintained under any future administration arrangement. We cannot see this being done if the States are given complete control of the program at this time.

In a similar vein we also want to point out that under the Green Amendment, no provision is made for funding programs satisfying a uniquely national need. The educational problems of the big city are a case in point. No one disputes that the solution to these problems will require an intellectual and financial commitment of vast dimensions. And this is a national, not a State problem. For

one thing such cities are well distributed throughout the country. In addition, many such metropolitan areas extend across State boundaries. For another, they are populated and will continue to be populated by individuals who have moved to the city from all over the country and who cannot by any stretch of the imagination be said to be the responsibility of the individual State alone. State departments of education, financially pinched and talent-short as many of them are, can hardly be expected to mobilize the resources necessary to mount the kind of massive demonstration project required to guide the way to the solution of this critical problem. Yet the amendments under H.R. 7819 do not designate funds to meet this type of vital national need.

The present administrative arrangement of participation by three levels—local, State and Federal—is working to bring about significant and much needed creative educational progress, and is proving to be an invaluable and highly successful experiment in the upgrading of education with the aid of useful federal leadership. It would be a serious error to turn this program over to the States before they have made a real commitment to innovation and organized appropriately and adequately to assume this important responsibility.

In brief, State departments are not ready—nor might we add, should they be required—to handle all the responsibilities inherent in Title III. While we recognize and commend Mrs. Green's lifelong interest and dedication to education, we, nevertheless, believe that her amendment in regard to Title III is a retrogressive and unnecessary step. It would dissipate the momentum of an extraordinarily important and creative program at a time when the nation's schools can ill-afford such a loss.

Sincerely yours,

JACOB I. HARTSTEIN, *President.*

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TEACHERS COLLEGE, COLUMBIA UNIVERSITY,  
DEPARTMENT OF SPEECH AND THEATRE,  
New York, N.Y., July 20, 1967.

Senator WAYNE MORSE,  
*Chairman, Senate Subcommittee on Education,*  
*Senate Building, Washington, D.C.*

DEAR SIR: So many gains for education have occurred since the Government began to administer Title III of the Elementary and Secondary Education Act that I write to you asking you to oppose recent House action whereby jurisdiction would pass to individual states. The states are doing well with Arts Councils but are not equipped in any way to make possible the impressive innovations which the Government has successfully completed in many school systems of the country.

I hope that for the sake of children now in school and those to come, you and your committee will change S. 1125 so that implementing Title III will remain in Federal hands.

Yours very truly,

PAUL KOZELKA, *Acting Chairman.*

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NEW YORK, N.Y., July 29, 1967.

HON. WAYNE MORSE,  
*U.S. Senate, Washington, D.C.*

DEAR SENATOR MORSE: I am informed that the House of Representatives has voted to shift from the Federal Government to the States jurisdiction over Title III of the Elementary and Secondary Education Act. I am writing to urge that the Senate *approve* this legislation.

It is my sincere and considered conviction that Title III moneys in the past have not been effectively administered. Since I have grave doubts as to the advisability of continuing to tax Americans further for expenditures of this kind, as of now I think it should be tested to see if the States will make more effective use of the funds.

Very sincerely,

JOHN D. MITCHELL.

P.S.—At another time I plan to write to each of you and fellow Senators and fellow Congressmen, concerning my dismay over the National Foundation for the Arts and the Humanities. I am now convinced, as was feared originally by its

worst opponents, that it has become a "pork barrel" and that friends and past business associates in favored States are benefiting from public tax money. As a voter, an educator, and a specialist for the performing arts, I would recommend that no more public funds be appropriated for the National Arts and Humanities Foundation.

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NEVADA SOUTHERN UNIVERSITY,  
*Las Vegas, July 26, 1967.*

HON. WAYNE MORSE,  
*Chairman, Subcommittee on Education,  
U.S. Senate, Washington, D.C.*

DEAR SENATOR MORSE: Please permit me to thank you again for your recent visit to our campus and for your provocative and helpful address to our populace. I was honored to have introduced you and to have moderated the program.

I am also writing to you and the members of the Senate Subcommittee on Education regarding Bill S. 1125. I and my colleagues at Nevada Southern University urge you *not* to follow the action of the House and recommend to the Senate that jurisdiction over Title III of the Elementary and Secondary Education Act be shifted from the Federal Government to the States. This must not occur. To permit such a shift will do irreparable harm to the progress of the arts and artists in our country. Experience has shown that the states simply are not interested in developing arts programs. I know that you and your colleagues are well aware of the need for a strong cultural base in the American scene. Please do all that you can to prevent the enactment of Bill S. 1125. I urge this as a member of the American Educational Theatre Association, as a member of our Drama Department, as Dean of Faculty, as a practicing playwright, and as a faithful American citizen.

With warm personal regards.

Cordially,

JERRY L. CRAWFORD,  
*Dean of Faculty.*

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LAS VEGAS, NEV., *August 3, 1967.*

HON. WAYNE MORSE,  
*Chairman, Subcommittee on Education,  
Senate Office Building, Washington, D.C.*

DEAR SENATOR MORSE: This letter is a plea for rapid committee approval of the administration's Elementary and Secondary Education Act. I wish to voice my personal opinion, as an educator and as a participant in educational programs sponsored by the Act, that the amendments made by the House would cripple the intent of the original legislation.

It must be admitted that in its present form the legislation leaves much to be desired. The program grants under Title III have decided disadvantages; however, they have kept alive the intent to foster innovation in our schools. Title I has also had drawbacks—the chief one being extremely late appropriations of funds. These late appropriations make it almost impossible for responsible management, let alone adequate planning.

My plea is that we don't scuttle the entire program by making all facets completely subject to the political pressures and machinations of local and state governments. The U.S. Office is much better equipped to handle the pressures of local power politics than would state or local authorities. I ask only that you expedite and strengthen existing legislation.

Sincerely,

WILLIAM R. MERZ.

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THE UNIVERSITY OF AKRON THEATRE,  
DEPARTMENT OF SPEECH,  
*Akron, Ohio, July 19, 1967.*

HON. WAYNE MORSE,  
*Chairman, Senate Subcommittee on Education,  
Senate Office Building, Washington, D.C.*

SIR: As one deeply interested in educational theatre and the arts, I write to ask for your serious consideration and ultimate negative vote on S. 1125,

shifting from the Federal to State governments the jurisdiction over Title III of the Elementary and Secondary Education Act.

Federal support of the arts during recent years has moved our cultural level gratifyingly upwards. This has been a long time coming. Please do all you can to let it continue in that direction.

Very truly yours,

Dr. JAMES F. DUNLAP,  
*Professor of Speech and Director of Theatre.*

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STATE OF OREGON,  
STATE DEPARTMENT OF EDUCATION,  
*Salem, Ore., June 26, 1967.*

HON. WAYNE L. MORSE,  
*U.S. Senate,  
Washington, D.C.*

DEAR SENATOR MORSE: I am writing to urge your support of the House Amendments to HR 7819.

My primary concern among the amendments is the vesting of authority for assignments of Title III funds to the states rather than the U.S. Office of Education, recognizing of course that reasonable guidelines by the U.S. Office of Education as directed by Congress will be a requisite to the allotment.

My reasoning for this change from federal to state control are several, not the least of which is my basic philosophy that the local citizen must not only be willing to accept responsibility, but also his government must create an atmosphere in which he is encouraged to exercise responsibility. As we see more and more control exercised by a central government we see less and less willingness and ability of the individual citizen and local government to get the needed job done. If the individual becomes weak it is inevitable that the whole will deteriorate in time.

Some state departments may not be as capable as others to accept their responsibilities, but they are not strengthened by being denied the opportunity to make the effort. Instead they are strengthened by being given the opportunity and the help, assistance and leadership of the U.S. Office of Education to adequately get the job done. I believe there is yet a strong dedication among our people as individual citizens and local governments. I agree, too, that the Federal Government should help to provide the tools for social advancement, but not to the extent that the individual and local government lose their incentive to use the tools which are made available.

In light of these concerns it seems that our education system would be strengthened by H.R. 7819 amendments, as adopted by the House of Representatives.

In closing I would like to express appreciation for your great dedication and sincere effort in behalf of our education system. We local school board members who are charged with the actual education of the child appreciate this dedication.

Very truly yours,

EUGENE H. FISHER,  
*Member, Oregon State Board of Education, National School Boards Association; Board of Directors, Title V Advisory Council, U.S. Office of Education; Chairman, Elkton School Board.*

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TELEGRAM

CORVALLIS, OREG., July 22, 1967.

Senator WAYNE MORSE,  
*Senate Office Building,  
Washington, D.C.:*

Please refer to S. 1125 regarding jurisdiction over title II of Elementary and Secondary Education Act. Former States support of art education programs has been totally inadequate, I therefore, urge you to vote to retain Federal jurisdiction over title III.

BILL WATTS,  
*Assistant Professor, Theater, Oregon State University.*

THE HIGHLANDS,  
Seattle, Wash., July 25, 1967.

Hon. WAYNE MORSE,  
Senate Office Building,  
Washington, D.C.

DEAR SIR: The House decision to shift Title III from Federal to State responsibility is a serious setback to both education and the arts.

I urge you to resist this effort as it will destroy most of Title III's effectiveness.

Title III has been one of the most innovating and rewarding educational experiments of the past five decades. I have participated in and observed several of the Title III theatre and music programs in Washington and other States. The programs have been first rate but they must be continued *every year* to have a lasting educational value.

Also the Title III performances have done much to strengthen our American work in the performing arts.

Please don't send us back into the cultural dustbin.

Sincerely,

GREGORY A. FALLS.

BOARD OF EDUCATION,  
Parkersburg, W. Va., July 27, 1967.

Hon. WAYNE MORSE,  
Chairman of Subcommittee on Education,  
U.S. Senate, Washington, D.C.

DEAR SENATOR MORSE: I am writing to urge that your committee give very serious consideration to the House adopted measure that would place administrative control of ESEA, Title III programs in the hands of State Departments of Education.

Our relationships with the U.S. Office of Education has been most productive in creating innovative and exemplary programs in our State.

We urgently hope that your committee will recommend the continuation of the present division of responsibilities between U.S. Office of Education and State Departments of Education in regard to Title III, ESEA funds.

Sincerely yours,

DANIEL B. TAYLOR,  
Superintendent, Wood County Schools.

[Telegram]

PORTAGE, WIS., May 29, 1967.

Senator WAYNE MORSE,  
Washington, D.C.:

Respectfully urge immediate defeat of Edith Green amendment to turn administrative control of title three ESEA programs to individual States. Relationship of cooperative agencies in local school districts with U.S. office has been excellent. State control of title three ESEA will stifle all creativity and innovation, which was intent of original legislation.

Respectfully,

ROY DURST,  
Agency Coordinator, Cooperative Educational Service Agency.

COOPERATIVE EDUCATIONAL SERVICE,  
Waupun, Wis., May 31, 1967.

Hon. WAYNE MORSE,  
Chairman, Education Subcommittee,  
United States Capitol, Washington, D.C.

DEAR SENATOR: The Board of Control of Cooperative Educational Service Agency 13 have been extremely pleased with the present Federally controlled procedure of E.S.E.A. Title III. We feel the programs have been off to a very good start in Wisconsin with many innovative and exemplary projects in effect. Your support of the present regulations and control would be greatly appreciated.

Sincerely,

MILTON R. REWEY, Coordinator.

AMERICAN EDUCATIONAL THEATRE ASSOCIATION, INC.,  
 Washington, D.C., July 28, 1967.

Hon. WAYNE MORSE,  
 U.S. Senate,  
 Washington, D.C.

DEAR SENATOR MORSE: You and your Sub-Committee on Education are studying S. 1125, a bill that would shift from the Federal Government to the States jurisdiction over Title III of the Elementary and Secondary Education Act. I believe with good cause that Senate approval of this Bill, already passed by the House, would be bad for the arts, bad for education, and bad for our young people.

The relatively recent trend toward improvement of and support for the arts in education by the Federal Government has proved to be a most healthy one. On the other hand, the various States, with the exception of New York and more recently Pennsylvania, have proved themselves unwilling to or incapable of developing arts programs. They have not shown the interest. They have not done the job. The Federal Government has proved its interest and capability with specific programs led by competent people supported by real money. Because of Federal leadership in the arts in recent years, considerable interest has developed nationally, many children, many professional performers, many educators, and many communities have benefited directly and measurably. The cultural level of the nation has been moved upward.

If the Senate approves S. 1125 as it now stands, the best evidence—past performance and present lack of interest by the States—indicates that stagnation and disintegration will occur.

I urge you to stand against the measure as passed by the House and to report against passage of S. 1125.

Sincerely yours,

H. BERESFORD MENAGH,  
 Executive Secretary-Treasurer.

AUGUST 9, 1967.

Hon. WAYNE MORSE,  
 Senate Office Building,  
 Washington, D.C.

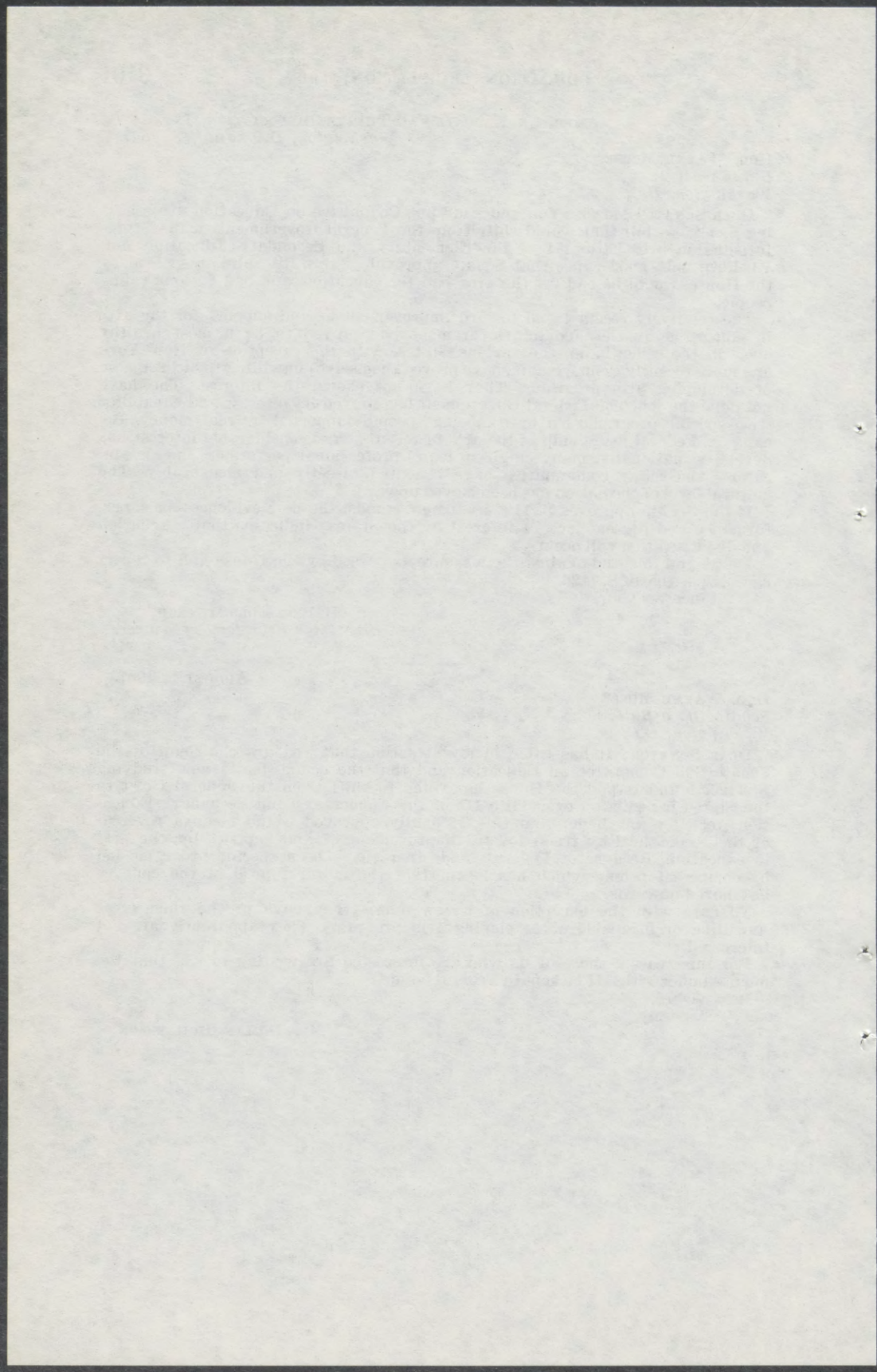
DEAR SENATOR: It has come to my attention that you are chairman of the Senate Sub Committee on Education and that the committee is now studying S. 1125. I understand the House has voted to shift from the Federal Gov't to the States jurisdiction over Title III of the Elementary and Secondary Education Act. It is my belief that this, if finally approved would mean a reversal of the recent healthy trend toward improvement of and support for the arts in education. Because of Federal funds there have been specific programs led by competent people which has meant that the cultural level of the country has moved upwards.

To date with the exception of a few states they have proved themselves unwilling or incapable of developing arts programs. They apparently are not interested.

For this reason, those of us who are interested are writing to ask that the monies under Title III be kept in Federal hands.

Best wishes,  
 Sincerely,

Mrs. DOMAN RICHARDSON.



## APPENDIX D

### Resolutions, Reports, Petitions, Memorials, and General Correspondence Concerning Public Law 89-10 Provisions and Programs of Title V

U.S. SENATE,  
COMMITTEE ON APPROPRIATIONS,  
*April 28, 1967.*

Hon. LISTER HILL, *Chairman,*  
*Senate Labor and Public Welfare Committee,*  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR HILL: Enclosed is a copy of a letter which I received from Commissioner Kenneth E. Raschke, North Dakota State Board of Higher Education, concerning S. 1125, the proposed Elementary and Secondary Education Amendments of 1967.

As you will note in the enclosed letter, Commissioner Raschke is concerned over the proposed amendment to Title V which would provide a new part B authorizing grants for comprehensive educational planning and evaluation. He feels that this provision, if approved, would create problems with the current structure for educational planning in North Dakota. In view of this, he suggests that any section relating to planning for higher education should be included as a part of the Higher Education Amendments rather than the Elementary and Secondary Education Amendments. The views expressed in the enclosed letter seem to make a lot of sense to me and I sincerely hope that your Committee will be able to give them every possible consideration in considering new legislation this year.

With warmest personal regards,  
Sincerely,

MILTON R. YOUNG.

Enclosure.

NORTH DAKOTA STATE BOARD OF HIGHER EDUCATION,  
*Bismarck, N. Dak., April 17, 1967.*

Hon. MILTON YOUNG,  
*U.S. Senate,*  
*U.S. Capitol, Washington, D.C.*

DEAR SENATOR YOUNG: The Elementary and Secondary Amendments of 1967 (H6230 and S1125) as I interpret them, would include a section which would amend Title V of the Elementary and Secondary Education Act of 1965 so as to provide a new part B providing for "Grants for Comprehensive Educational Planning and Evaluation."

This legislation would provide for the establishment in each state of "a single agency or office as the sole agency for carrying out or supervising the carrying out of a comprehensive statewide program of systematic planning and evaluation relating to education at all levels."

This legislation in its present form will create problems with the current structure for educational planning in North Dakota as in most other states which have made provisions for planning in higher education.

I should like to suggest, therefore, that the sections relating to higher education planning be separated from the Elementary and Secondary Education Act and be included as a part of the Higher Education Amendments of 1967. In so doing, the planning for higher education would be carried out as a part of the higher education program by agencies in the states which are responsible for planning and control in this area.

We should be most grateful for any assistance in changing this legislation as proposed above. It is vital to our operation in North Dakota that any Federal funds provided for planning be administered by the same agency that has jurisdiction over the institutions of higher learning.

Sincerely,

KENNETH E. RASCHKE, *Commissioner.*

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AMERICAN COUNCIL ON EDUCATION,  
COMMISSION ON FEDERAL RELATIONS,  
*Washington, D.C., July 31, 1967.*

Hon. WAYNE MORSE,  
*Chairman, Subcommittee on Education, Committee on Labor and Public Welfare,  
U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: In connection with your current hearings on S. 1125 we would like to submit the attached statement. We would be very grateful if this might be made a part of the record.

The following associations have asked to associate themselves with our statement:

American Association of Junior Colleges  
Association of American Colleges  
Association of State Colleges and Universities  
National Association of State Universities and Land Grant Colleges  
Sincerely yours,

JOHN F. MORSE,  
*Director of the Commission.*

Enclosure

PREPARED STATEMENT OF THE AMERICAN COUNCIL ON EDUCATION RE S. 1125, THE  
ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

The American Council on Education supported the objectives of the Elementary and Secondary Act of 1965 (Public Law 89-10) when it was first introduced, and we do so today. Since our primary concern is higher education, we do not feel qualified to comment on the specific provisions of this act or the amendments proposed in S. 1125 as they affect the elementary and secondary schools.

We are concerned, however, with one provision in S. 1125 which could affect statewide planning for higher education. Section 523 of S. 1125, authorizing a new program of comprehensive planning grants to the states, gives the states discretionary authority to include higher education in their overall plans. This section further provides that a single state agency or office shall be designated, presumably by the Governor, as the sole agency to carry out the comprehensive educational planning with this exception: If higher education is included, the state *may* (emphasis supplied) designate or establish a separate agency to conduct comprehensive planning for it.

As we read this section then, a state, at the discretion of its governor, may or may not include higher education in its comprehensive educational planning. Further, planning for higher education may or may not be conducted by a separate college-oriented agency.

As this committee knows, many state legislatures have established commissions or agencies or have initiated studies concerned with their long-range needs and resources for higher education. These actions have been prompted by the rapid increase in student enrollments and the projections of even greater increases in the future. We believe that any statewide planning for higher education should be carried out by a body specifically authorized under state law to perform this function.

We are concerned that the discretionary authority contained in S. 1125 to place in one overall agency planning for higher education as well as all other education levels could lead to a conflict with the higher education planning already underway in many states. Therefore we would recommend that grants be provided for planning for higher education only if under state law there is a body within the state specifically authorized to perform this function.

STATE OF ARKANSAS,  
DEPARTMENT OF EDUCATION,  
Little Rock, Ark., April 24, 1967.

HON. J. W. FULBRIGHT,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR FULBRIGHT: We are very much concerned with reference to the disposition of legislation dealing with Title V of the Elementary and Secondary Education Act. The following statements are for your information, and will appreciate any consideration you give these suggestions:

(1) Pending legislation in the House would appropriate \$65,000,000 for fiscal 1968. The recommendation of the Johnson Administration is \$28,000,000 less, but transfers from Titles III and X of the National Defense Education Act would reduce the amount to only \$20,250,000.

(2) I strongly urge that Part B of the Administration's proposal be eliminated, and that a transfer of the \$15,000,000 authorized be incorporated in Part A of Title V. This would mean that the entire \$65,000,000 would be under the formula of Part A.

(3) The evaluation system proposed by the Administration in Part B of Title V would be no improvement over what is authorized in Part A, specifically under Section 503 (a) (1) (2) (3) (4) of the present law.

What is needed is an expansion of Title V under Part A with as much control as possible left in the states. Part B as proposed by the Administration would mean an increase in Federal jobs with a corresponding increase of Federal influence over the operation of Title V in state departments of education. *I hope you will vigorously oppose this approach to Title V.*

Sincerely yours,

A. W. FORD, *Commissioner.*

STATE OF GEORGIA,  
DEPARTMENT OF EDUCATION,  
Atlanta, Ga., April 5, 1967,

HON. RICHARD B. RUSSELL,  
U.S. Senator,  
205 Senate Office Building,  
Washington, D.C.

DEAR SENATOR RUSSELL: The National Administration has proposed to modify Title V of the Elementary and Secondary Education Act. Hearings have been held and some changes have been made in the proposed changes. However, as the bill is now "marked", Title V, Part B contains federal controls that are objectionable to the Council of Chief State School Officers.

The proposed change would enable the U.S. Office of Education to make grants to public or *private* non-profit agencies, institutions or organizations or to contract with public or *private* agencies for all planning grants. This authority given to the Commissioner would provide him with a *legal basis of circumventing state departments of education*. I consider Title V of the Elementary and Secondary Education Act, designed for the purpose of improving leadership in state departments of education throughout the nation, as being one of the greatest contributions Congress has made toward the further improvement of public education in this nation.

To jeopardize this section of the Elementary and Secondary Education Act, by giving the U.S. Commissioner of Education, additional authority to by-pass state departments of education, does not enhance improvement of public education with leadership within the states.

I would like to personally request that you oppose, in any way possible, the amendment of Title V, Part B of the Elementary and Secondary Education Act giving the Commissioner this additional authority.

With sincere appreciation for your many contributions to public education and with highest personal esteem, I am,

Sincerely,

JACK P. NIX,  
*State Superintendent of Schools.*

MULTI-STATE TEACHER EDUCATION PROJECT,  
Baltimore, Md., August 22, 1967.

HON. WAYNE MORSE,  
New Senate Office Building,  
Washington, D.C.

DEAR SIR: As you know, the House version of the Elementary and Secondary Education Act of late May, 1967 omitted Section 505 of Title V in its entirety.

Unless some attendant provision makes funds available, this deletion will result in a sudden interruption of some twenty-seven three-year projects which are being funded under this Section. These projects were originally approved for terms extending to June 30, 1968.

The M-STEP program, described in the attached bulletin, is one of the ESEA Title V, Section 505 projects.

The amount of money allocated to the "Section 505" interstate projects is modest, but presumably reasonably adequate—15 per cent of the \$22 million Title V funds for fiscal 1967—and while I suspect that nowhere in the federally supported system of education is more progress being developed for the amount of expenditures involved, the comparatively small size of the Section 505 interstate operations may be causing this group of projects to be overlooked as 1967 legislation is considered.

Funds appropriated for Section 505 projects have been as follows:

1966—(15% of \$17,000,000)	\$2,550,000
1967—(15% of \$22,000,000)	\$3,300,000

I should like to present the following points for consideration:

1. If funds for the third year are denied, many projects will not be able to complete their schedule of operations, with the result that much of the potential effect of the 1966 and 1967 expenditures will be lost.

The 1968 fiscal year of these Section 505 projects is the crucially productive year, in the sense that it is the concluding year of a planned three-year program toward which all major experimental efforts have been geared. Interruption at this point would tend to negate progress made on these projects to date.

2. As I understand the matter, these interstate projects were originally approved for three years, 1966-1968, and most of them will expire on June 30, 1968. If Section 505 is not retained in the Elementary and Secondary Education Act of 1967, it is hoped that some plan will be devised for continuing the current interstate projects to the end of their term. It would seem that any funds made available for this purpose would continue to be distributed by the U.S. Office of Education until the termination of the projects on June 30, 1968.

3. If the suggestion in #2 above is not carried out, we know of no other source of funds. The suggestion which has been made that the individual states contribute some of their federal funds for completion of the interstate projects in which they are involved does not seem feasible, for at least two reasons: (a) the fund drain would not be equalized among the states because some states are involved in several interstate projects and would be expected to assist in the support of all projects in which they are participating, and (b) intrastate need for funds creates strong inter-departmental competition for available money which would almost certainly preclude the states as a source of funds for project completion.

Our project officials very much hope some action will be taken to enable the existing Section 505 interstate projects to continue to the end of their terms, which in most cases is June 30, 1968.

Your consideration will be greatly appreciated.

Respectfully submitted.

HOWARD E. BOSLEY,  
Director.

Attachment.



M-STEP

MULTI-STATE TEACHER EDUCATION PROJECT

TODAY

205 SHERATON-CHASE BUILDING ~ 1101 ST. PAUL ST.  
BALTIMORE, MARYLAND 21202



The Multi-State Teacher Education Project is funded under Section 505 of Title V of Public Law 89-10 (Elementary and Secondary Education Act of 1965). This section of the Act is designed to strengthen state departments of education.

The purpose of M-STEP is to improve programs of teacher preparation through cooperative efforts of state departments of education, institutions which prepare teachers, local education agencies and professional organizations.

Florida, Maryland, Michigan, South Carolina, Utah, Washington and West Virginia are the M-STEP states. Central Office coordinates their efforts and disseminates information flowing from the seven state programs.

To strengthen the capacity of State Departments of Education, to provide leadership in the development of joint responsibility among local education agencies and teacher education institutions in the preparation of professional personnel with emphasis on laboratory experiences in elementary and secondary schools, M-STEP is concentrating its activities in four areas:

**I**

LABORATORY EXPERIENCES

**II**

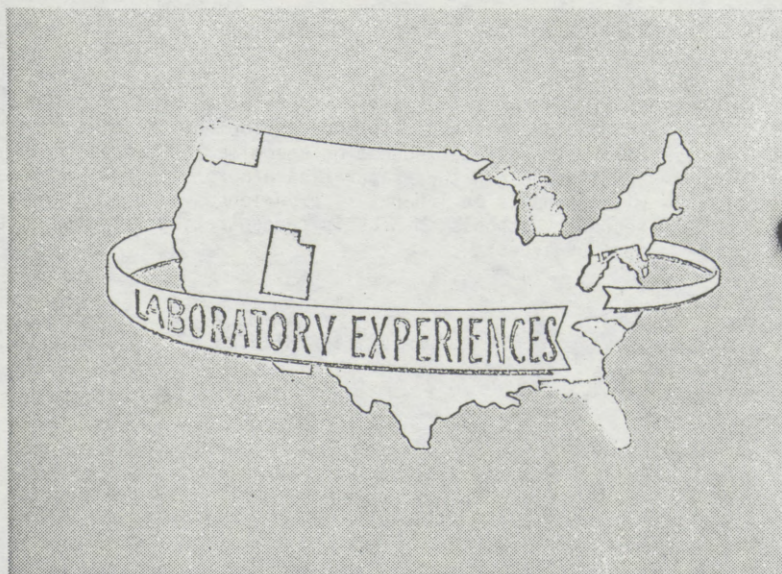
VIDEO PROCESSES

**III**

INTRASTATE ORGANIZATION

**IV**

INTERSTATE COOPERATION



# I

Provide an effective physical environment for student teaching.

Provide a cooperatively developed organization of the state's professional resources which will guarantee superior clinical experiences.

Encourage the concept of joint responsibility of local educational agencies, colleges and universities, state departments of education, and professional organizations.

Devise new experience sequences for the clinical program.

Provide opportunities for individual diagnosis of the student teacher's developmental needs, and set up flexible systems for individual growth of student teachers and interns.

Provide continuing opportunities for professional growth of supervising teachers and other key personnel in the clinical experiences program.

# I

Five of the M-STEP states are directing special attention to teacher education laboratories. Each of these local projects is exploring a different aspect of the problem.

Florida conducted a series of regional "drive in" conferences in March, 1967, to which were invited representatives of teacher education institutions, local education agencies and officials of several divisions of the State Department of Education. A team of specialists, several of them from other M-STEP states, traveled around Florida as they took the conference into five key communities.

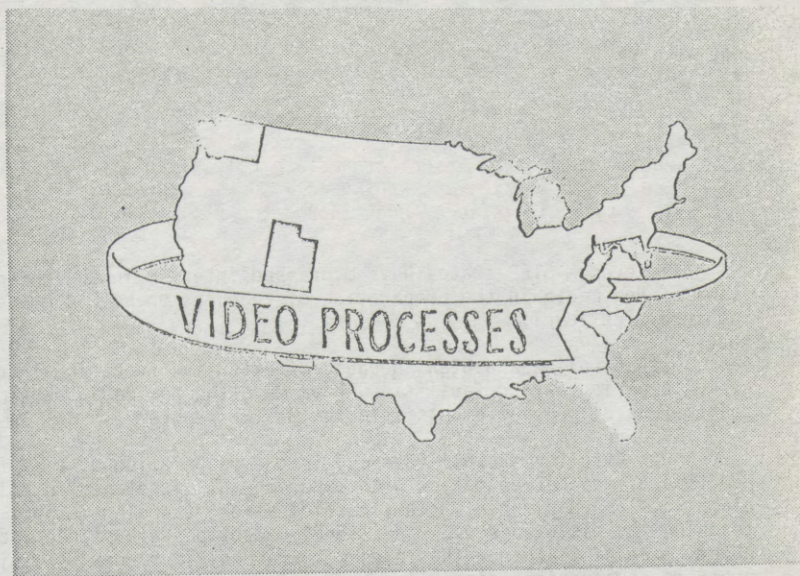
The Maryland Center for Laboratory Experiences in teacher education opened in September, 1966, at the Kemp Mill Elementary School (Silver Spring, Maryland). Here, the State Department of Education, University of Maryland and the Montgomery public schools, cooperated to consider methods of unifying preservice and inservice staff development in a continuing teacher education program. The Center Coordinator, a joint appointee of the cooperating agencies, works directly with the students and staff to utilize the strengths of all faculty members. This is a distinctive part of the Maryland project.

Regional Centers for student teaching programs, in six sections of Michigan, is the special project for that state's M-STEP efforts. Two centers are scheduled to become operational in September, 1967. These initial units will be located in the Marquette area of the Upper Peninsula and in the Twin Valley region of southern Michigan.

The Michigan project is another cooperative effort of a State Department of Education, colleges and universities which offer teacher education programs, local education agencies, and professional teacher organizations of Michigan.

Four experimental or developmental models for teacher preparation are being established by the Washington M-STEP in which public school systems and colleges or universities combine their resources. In each case the activities and experiences provided within the preservice program are articulated with those found in the inservice program. Paired in the new model program are: Bellevue public schools and Washington State University, Edmonds public schools and Western Washington State College, Seattle public schools and the University of Washington, and the Tacoma public schools with the University of Puget Sound and Pacific Lutheran University.

The West Virginia State Department of Education, Kanawha County Board of Education and five colleges and universities, are collaborating in the Pilot Center for Student Teaching which opened in February, 1967. The Center is pooling all available resources to provide enriched experiences for student teachers on a plane possible only through such collaboration.



## III

Encourage student teachers and interns to use video processes in self-evaluation.

Use microteaching in developing effective teaching behavior.

Use techniques such as simulation and critical incidents portrayals to stimulate creativity in teaching.

Develop and use sets and series of videotapes and films of exemplary teaching patterns, including the 8mm sound film repeater loop cartridge, random access equipment in simple form, and videotape bank installations.

Use telecourses, teleconferences, and videotapes in promoting in-service teacher education programs.

## II

All seven M-STEP states have expressed interest in the potentialities of new media in the preparation of teachers on both a preservice and inservice level.

South Carolina and Utah, because of extensive educational television experiences and facilities, have made the new media development their areas of special emphasis in the M-STEP program.

South Carolina is well advanced in the preparation of aids to programs of teacher education with experimental videotapes in unit planning, lesson planning, class participation, teaching methods and teaching the disadvantaged. Additional videotapes are planned on the observation of teaching, the roles of personnel in student teaching programs, evaluation, discipline and various teaching situations.

Using mobile television units, Utah is taping a variety of teacher education situations in varied geographic and socio-economic conditions. Already filmed are units on the opening day of school, teaching in an integrated school, teaching in an economically deprived area, teaching in a typical urban situation, teaching in a typical rural situation, and teaching in a continuous progress school.

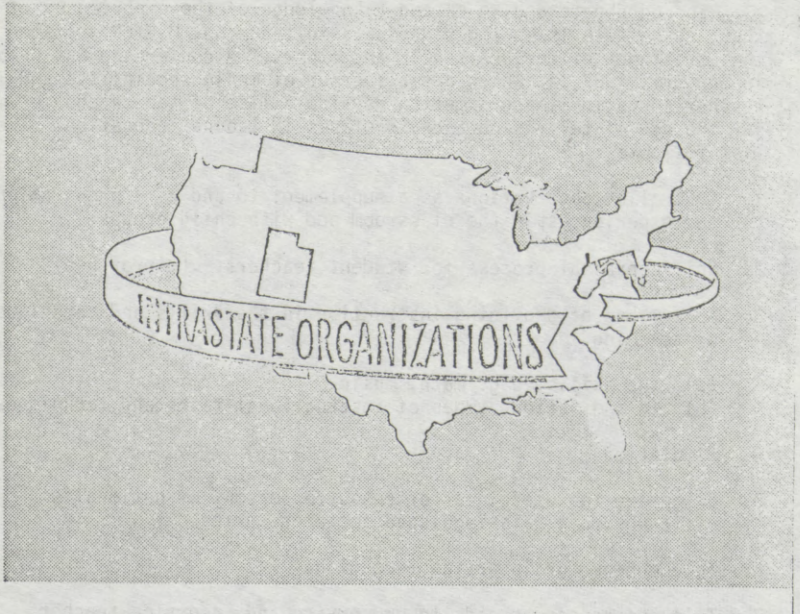
Utah has developed a composite videotape as a prototype for random access use, or for use in the development of single concept films. A controlled experiment in the effectiveness of micro-teaching as a technique in teacher education is currently underway at Brigham Young University as a cooperative venture with the Utah State Department of Education.

Maryland and Michigan have contributed to the development of the new media phase of M-STEP with professional advice and criticism of films and videotapes already prepared by the other two states.

To coordinate and to extend a knowledge of the experiences of those using television and videotapes in teaching, M-STEP enlisted the assistance of the NEA, AACTE and others. A conference was held in January, 1967, at which a small group of media specialists and teacher education leaders met to develop a list of ten categories for the use of television and videotapes in teacher education. The list follows:

1. Controlled observations as a supplement to and as a preparation for experiences in the classroom and with child groups.
2. Self-appraisal process for student teachers. (mirror use)
3. As a means of providing instruction in the skills and techniques of teaching.
  - (a) the skills, e.g. math, music.
  - (b) in the various types of instructional tasks and techniques.
4. Simulation.
5. Extending the usefulness of resource persons of national significance, e.g. distinguished lecturer series.
6. Telecourses for inservice education.
7. Teleconferences as aids to preservice and inservice teacher education programs.
8. Recording progress of student teachers.
9. Recording pupil reactions to teacher behavior for further analysis and study.
10. As a research aid to preserve original data for later analysis.

The list was then circulated among a limited number of other specialists in the field for comments, reactions and suggestions as to additional categories. Following a subsequent meeting with the special committee, M-STEP invited nationally-recognized authorities to prepare brief papers on each of the ten categories and these will appear shortly in monograph form.



Develop operational structures which will facilitate the transfer of ideas among institutions and organizations within the states.

Develop operational structures which can insure a continuum of change in the future.

Promote the development of inter-institutional committee organizations which are adapted to state needs.

Encourage experimentation in teacher education.

# III

The organization of institutions and agencies within the state for a more efficient operation of teacher education programs is one of the key considerations of the M-STEP project.

Leaders in each of the seven compact states have made a careful study of the internal organization concerned with the preparation of new teachers and the continuing professional growth of those already in the public and private school field. Each M-STEP state charted its principal resources, evaluated itself in relation to local conditions, and formulated a new set of organizational charts to ensure the effective participation of all institutions and agencies for the advancement of teacher education within the M-STEP state.

Another characteristic of intrastate organization has been the evolving of several new state-wide committees which volunteer their professional experiences to the improvement of teacher education. Some of these groups were established prior to M-STEP and the existence of the project served to focus renewed interests in this aspect of education. Other committees are completely new and, having provided valuable service to M-STEP states, are expected to continue meeting the needs of local teacher education on a permanent basis. The lists of these advisory committees include most of the prominent teacher education authorities within member states. (See Appendix A)

In developing this cooperation of institutions and agencies within the M-STEP states, the initiative has been taken by local professional educators who have been most cooperative with their time and energies. The number of colleges and universities, local school systems, and professional organizations becoming involved, either directly or indirectly, is increasing.

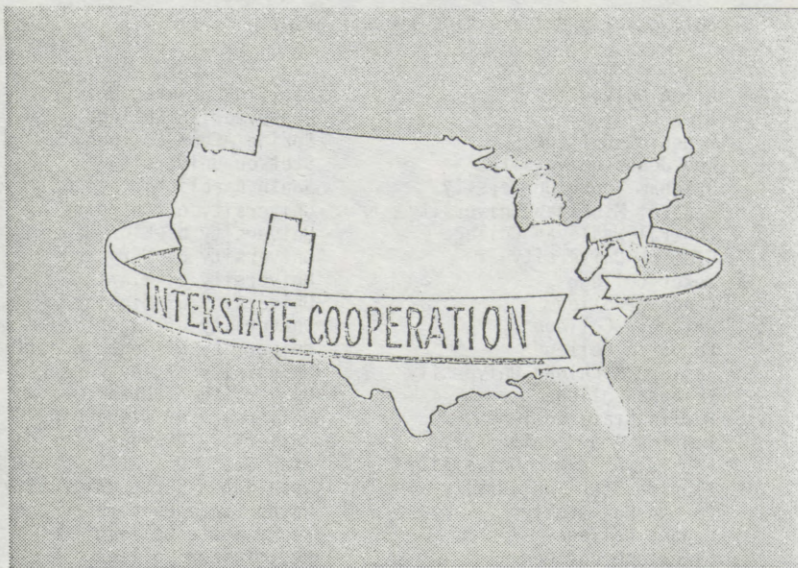
The scope of this intrastate organization of M-STEP may be summarized more effectively by the following table:

M-STEP State	State Department of Education	Universities or Colleges*	Local School Systems	Other Agencies	Total Membership
FLORIDA	1	8	2	1	12
MARYLAND	1	1	1	0	3
MICHIGAN	1	12	3	0	16
SOUTH CAROLINA	1	21	2	1	25
UTAH	1	5	2	1	9
WASHINGTON	1	5	4	1	11
WEST VIRGINIA	1	5	1	0	7
	7	57	15	4	83

\*Approximately 57 departments of education in colleges and universities are involved in various aspects of the M-STEP program, and the number is expanding as the project progresses.

## Colleges and Universities identified with M-STEP . . .

Allen University	Pacific Lutheran University
Alma College	Presbyterian College
Benedict College	Spring Arbor College
Bob Jones University	Stetson University
Brigham Young University	South Carolina State College
Central Michigan University	University of Detroit
Central Wesleyan College	University of Florida
Clemson University	University of Maryland
Coker College	University of Miami
Concord College	University of Michigan
Columbia College	University of Puget Sound
Converse College	University of South Carolina
Eastern Michigan University	University of Southern Florida
Erskine College	University of Utah
Ferris State College	University of Washington
Florida A & M University	University of West Florida
Florida Atlantic University	Utah State University
Florida State University	Washington State University
Furman University	Wayne State University
Lander College	Weber State College
Limestone College	Westminster College
Marshall University	West Virginia Institute of Technology
Mercy College of Detroit	West Virginia State College
Michigan State University	Western Washington State College
Morris Harvey College	Winthrop College
Morris College	Wofford College
Northern Michigan University	



Experiment with ways of overcoming barriers to effective communication across state boundaries.

Provide functional patterns or prototypes for the effective diffusion of educational innovations.



Each M-STEP state has available to it the knowledge and resources of a three-state Interaction Committee. Florida has representatives of Michigan, South Carolina and Washington in its group. In the case of Maryland, the special committee has members from South Carolina, Utah and West Virginia. The Michigan group includes educators from Florida, Maryland and West Virginia. Serving as advisors to South Carolina are representatives from Maryland, Michigan and Utah, while Utah's committee is from Florida, West Virginia and Washington. The Washington Interaction Committee is from Florida, South Carolina and Utah. Serving on the special West Virginia committee are delegates from Maryland, Michigan and Washington.

Each of the seven M-STEP states has a local Coordinator who is responsible at the operational level for the state's efforts to resolve major teacher education problems. These Coordinators have met as a group to pool their efforts and to plan for a concerted approach to their specialized areas of investigation.

Re-enforcing the efforts of each M-STEP local project are the activities within the state of a State Advisory Committee or Steering Committee representative of the finest thinking of the state departments of education, local public school systems, both public and private colleges and universities, and professional organizations.

Up to this time, during the developmental stages of the project, interaction among the states has taken place in conference form. In the months to come, as a result of the interstate collaboration, M-STEP states will show more tangible evidence of interaction through implementation of ideas and procedures.

All seven of the M-STEP states have sponsored meetings of the various interstate advisory committees. The first of the interstate conferences took place in Columbia, South Carolina in June of 1966. George W. Hopkins conducted the meeting during which participants from six of the seven M-STEP states discussed South Carolina's contribution to the project. The conference was held at the South Carolina ETV Center and was recorded on videotape for future use.

In July at Park City, Utah M-STEP held a meeting of its Interstate Advisory Committee from four states with educators from colleges and schools in Utah. N. Blaine Winters and Vere A. McHenry employed the use of videotapes in conducting the conference entitled, "Improving Professional Laboratory Experiences in Teacher Education with Emphasis on the Use of New Media". Participants discussed the Utah Project in light of video presentations which covered the following topics: student teaching centers developed by the University of Utah; internships at Brigham Young University; and a kinescope discussion on the use of audio-visual media by L.O. Andrews and F.R. Cyphert of the Ohio State University. There was also a teleconference with Edgar Dale of Ohio State University and Dr. Cyphert. The Utah staff has published the Proceedings of the conference.

Washington M-STEP held a conference in Seattle in December of 1966 bringing together representatives of all seven M-STEP states with a large representation of educators in the state of Washington. Wendell C. Allen and William H. Drummond conducted sessions in which the Coordinating Committees of the four sets of the Washington project reported on the progress of each of the sub-projects and heard reports of activities in the programs in other M-STEP states.

The interstate advisory committee for West Virginia met in Charleston in January of 1967. Genevieve Starcher and John B. Himmelrick invited the committee, representing four M-STEP states, to discuss and evaluate plans and progress of the Pilot Center for Student Teaching.

Tallahassee and Panama City provided the settings for meetings of the Florida Interstate Advisory Committee with educators of that state. In March of 1967, W. Cecil Golden and K. Fred Daniel directed a conference which reviewed ideas for improving teacher education which are being applied in other M-STEP states. Participants also dealt with school-college cooperation in developing professional laboratory experiences in programs of teacher preparation.

Utah M-STEP sponsored its second interstate conference in Salt Lake City and Provo on May 18-19, 1967. All M-STEP states sent representatives to learn of the activities in videotaping carried out during the past year. Utah educators from schools and colleges also attended the conference and with the interstate representatives, evaluated the state M-STEP program.

From May 31 through June 2, 1967, Michigan M-STEP held a State Clinic on Student Teaching in Lansing. Gene Richardson and Jerry E. Chapman assembled representatives of the seven M-STEP states together with Michigan educators to discuss various aspects of developing programs centering in student teaching. Participants visited institutions and local schools where experimental programs in student teaching were operating.

An interstate conference on the Center concept in teacher education took place in Gaithersburg, Maryland, June 12-13, 1967. W. T. Boston, Maryland member of the M-STEP Coordinating Board and Arthur P. Kulick conducted the meetings which brought together state educators and M-STEP representatives from all seven states.

Nationally-recognized authorities in the field of teacher education are becoming involved in M-STEP whenever and wherever their services may be helpful. Educational consultants already have been drawn from the Ohio State University, the Division of Educational Technology and the National Commission of Teacher Education and Professional Standards, both of the National Education Association.

## APPENDIX A - INTRASTATE ORGANIZATION

## Florida AST Committee to Advise Florida M-STEP . . .

- Dr. Robert Martin, Committee Chairman, Assistant Professor in Education,  
Florida State University, Orlando, Florida
- Dr. Louie Camp, Director of Student Teaching, School of Education,  
Florida Atlantic University
- Mrs. Blanche McMullen, Supervisor, Elementary Education, Hillsborough  
County Schools
- Dr. Walter Mercer, Director of Student Teaching, Florida A & M  
University
- Mr. William J. Phillips, Director of Secondary Instruction, Orange  
County Schools

The members of this advisory committee were appointed in November,  
1966, by Dr. Roy Dwyer, President, Florida Unit, Association for  
Student Teaching.

## Maryland M-STEP Steering Committee . . .

- Dr. Herman Behling, Director of Teacher Education, Maryland State  
Department of Education
- Mr. James Collins, Coordinator of Laboratory Experiences, University  
of Maryland
- Dr. Marie Decarlo, Area Director, Montgomery County Schools
- Mrs. Kelly Guido, Principal, Kemp Mill Elementary School, Silver  
Spring
- Mr. Arthur P. Kulick, Coordinator, Maryland M-STEP
- Dr. Morris McClure, Assistant Dean, College of Education, University  
of Maryland
- Mr. Charles Proctor, Director of Staff Development, Montgomery County  
Schools

## Michigan M-STEP Reaction Panel for Teacher Education Projects . . .

- Mr. Glenn Heck, Director of Teacher Education, Spring Arbor College
- Dr. Robert Hitch, Director, Business Education, Ferris State College
- Dr. W. Henry Kennedy, Director, Student Teaching, Michigan State  
University
- \*Mr. Ben Leyrer, Principal, Everett High School, Lansing, Michigan
- Dr. M. A. Lowther, Chairman, Undergraduate Committee, School of  
Education, University of Michigan
- Dr. Harlan R. McCall, Chairman, Education Department, Alma College

\*representing Michigan Council on Secondary Education

- Dr. Curtis Nash, Associate Dean, School of Education, Central Michigan University  
Mr. George Owen, Divisional Director, Continuing Education Department, Detroit Public Schools  
Dr. Louis Porretta, Acting Department Head, Education, Eastern Michigan University  
Dr. Hamilton Robichaud, Director of Student Teaching, University of Detroit  
Dr. Edward Puman, Chairman, Professional Laboratory Experiences, Northern Michigan University  
Dr. A. L. Sebaly, Director, Directed Teaching, Western Michigan University  
Sister Carolyn Mary Gillin, Instructor in Education, Mercy College of Detroit  
Dr. Louis Vander Linde, Associate Professor of Education, Wayne State University  
Mr. Leo Wagner, Office of Teacher Personnel, Archdiocesan School Office of Detroit

South Carolina M-STEP Advisory Committee . . .

- Mrs. Ethel Anderson, Principal, Satchel Ford Elementary School, Columbia, South Carolina  
Dr. Katherine Daniel, Department of Educational Psychology, University of South Carolina  
Dr. Lawrence E. Giles, School of Education, University of South Carolina  
Miss Leo Hough, Elementary Education, Winthrop College  
Mr. William Hornsby, Assistant Superintendent for Instruction, Brookland-Cayce School District  
Dr. Morris A. King, Department of Education, Furman University  
Mrs. Ruth McKinney, Teacher of English, A.C. Flora High School, Columbia  
Mr. Howard Moody, County Coordinator of Instruction, Conway  
Mr. Jack Neel, Associate Director of Education, South Carolina ETV Center  
Mrs. Zeldia G. Oates, Elementary Education, Erskine College  
Miss Trudelle W. Wimbush, Elementary Education, South Carolina State College  
Mrs. Robbie G. Wright, Principal, Robert Smalls Elementary School, Beauford

## Utah M-STEP Advisory Committee . . .

- Lerue Winget, Deputy Superintendent for Instruction, Utah State Board of Education
- N. Blaine Winters, Administrator, Division of Teacher Personnel, Utah State Board of Education
- Vere A. McHenry, Specialist, Teacher Education and Professional Relations, Utah State Board of Education
- Daniel A. Keeler, Specialist, Educational TV, Utah State Board of Education
- Evan J. Memmott, Communications Media Specialist, Weber State College
- Morris A. Shirts, Chairman, Division of Education, College of Southern Utah
- Tad M. Williams, Director of Broadcast Services, Brigham Young University
- Stephen L. Alley, Chairman, Department of Teacher Education, Brigham Young University
- Caseel D. Burke, Chairman, Division of Education, Weber State College
- John C. Carlisle, Dean, College of Education, Utah State University
- LeRoy R. Lindeman, Administrator, Division of Instructional Media, Utah State Board of Education
- Phillip D. Hill, TV Production, Utah State Board of Education
- Ted T. Peterson, Assistant Superintendent of Personnel, Granite School District
- Joe Reidhead, Superintendent, Iron County School District
- Dorothy Zimmerman, Assistant Executive Secretary, Utah Education Association
- Edwin A Read, Assistant Dean, College of Education, University of Utah

## Washington Teacher Education Standards Revision Committee . . .

- Homer Boroughs, Jr., Director of Student Teaching, University of Washington
- Harold W. Coman, Director of Personnel, Spokane School District
- Clifford D. Foster, Associate Director of Student Teaching, University of Washington
- Harry L. Garrison, Assistant 1-A Division, Teacher Evaluation, Seattle School District
- Edward D. Gibbs, Director, School of Education, University of Puget Sound
- Margaret Heller, Principal, Harney Elementary School, Vancouver
- F. Herbert Hite, Professor of Education, Washington State University

A. H. Howard, Professor of Education, Central Washington State College  
 Joseph P. Lassoie, Deputy Superintendent, Tacoma School District  
 Roland B. Lewis, Head, Division of Education, Eastern Washington State College  
 Edwin L. Lyle, Dean, School of Education, Seattle Pacific College  
 John Porter, Assistant Superintendent, Edmonds School District  
 Bernice Skeen, Professor of Education, Western Washington State College  
 William C. Sorenson, Deputy Superintendent, Highline School District  
 Loren Troxel, Assistant Superintendent, Elementary Schools, Seattle School District  
 Vern Archer, Treasurer, Washington Education Association

West Virginia M-STEP Student Teaching Center Sub-Committees . . .

Finance - \*Mr. Wilmer Doss, Morris Harvey College; Mr. Isaac L. Mitchell, Concord College; Dr. James D. Thomas, State Department of Education

Student Seminar - \*Dr. James D. Thomas, State Department of Education; Mrs. Nyana Rowley, Morris Harvey College; Mrs. Mabel Merial, Nitro Elementary; Mr. Ralph Fasick, West Virginia Institute of Technology; Mr. John Hughes, Dunbar Junior High

In-Service - \*Dr. Larry Nuzum, Marshall University; Mr. Paul Morgan, Concord College; Miss Eloise McElfresh, Kanawha County Schools; Mrs. Evelyn Norris, Charleston High School; Mr. Fred Radabaugh, Nitro High School; Mr. Ralph J. Brabban, Kanawha County Schools; Mr. John Himmelrick, Sr., State Department of Education

Evaluation - \*Mr. Eric V. Core, Marshall University; Mr. Paul Stevers, Spring Hill Elementary; Mrs. Beatrice Spaniol, Maplelawn School; Miss Kathryn Lynch, Kanawha County Schools; Dr. Mary Hall, West Virginia State College

Student Teaching Experience - \*Dr. Rex Gray, Marshall University; Mr. Rex Plymale, Morris Harvey College; Mr. Edward Masonis, West Virginia Institute of Technology; Mrs. Zeona Haley, West Virginia State College; Mr. Charles Akers, Concord College; Mrs. Louise Stewart, South Charleston High School; Mrs. Edythe Reeder, Dunbar Elementary; Miss Winifred Newman, Kanawha County Schools; Mr. John Santrock, Kanawha County Schools

\*Chairman of Committee

## APPENDIX B - INTERSTATE COMMITTEES

This arrangement was developed on mathematical and geographic bases, as well as on relationships existing among the various state programs. Each state committee has a nucleus of representatives of three of the other states. Each state, in turn, provides a representative for three committees. The geographic arrangement provides for a wide area to be represented on each committee. Specific preferences indicated in the individual state proposals also influences the selection. Each state has direct interaction with at least four of the other six states.

The very nature of the Project dictates the necessity of continuous interaction among the states. However, no one person in a state should overextend his activities by functioning on too many interstate committees. Leadership from outside of State Departments of Education is serving in interstate advisory capacities.

## States Represented on each Interstate Committee:

Interstate Committee for	States Represented
Florida	Michigan South Carolina Washington
Maryland	South Carolina Utah West Virginia
Michigan	Florida Maryland West Virginia
South Carolina	Maryland Michigan Utah
Utah	Florida West Virginia Washington
Washington	Florida South Carolina Utah
West Virginia	Maryland Michigan Washington

## States and Committees for which they provide Advisors:

State	Committees
Florida	Michigan Utah Washington
Maryland	Michigan South Carolina West Virginia
Michigan	Florida South Carolina West Virginia
South Carolina	Florida Maryland Washington
Utah	Maryland South Carolina Washington
Washington	Florida Utah West Virginia
West Virginia	Maryland Michigan Utah

## MULTI-STATE TEACHER EDUCATION PROJECT

Project Coordinating Board

W. Cecil Golden	-	Florida
W. T. Boston	-	Maryland
Eugene Richardson	-	Michigan
George W. Hopkins	-	South Carolina
N. Blaine Winters	-	Utah
Wendell C. Allen	-	Washington
Genevieve Starcher	-	West Virginia

State Project Coordinators

K. Fred Daniel	-	Florida
Herman E. Behling, Jr.	-	Maryland
Jerry E. Chapman	-	Michigan
H. Boyd Israel	-	South Carolina
Vere A. McHenry	-	Utah
William H. Drummond	-	Washington
John B. Himelrick	-	West Virginia

Central Office Staff

Dr. Howard E. Bosley - Director  
Dr. Charles K. Franzén - Associate Director

Room 205  
1101 St. Paul Street  
Baltimore, Maryland 21202  
301-752-5418

U.S. SENATE,  
COMMITTEE ON LABOR AND PUBLIC WELFARE,  
Washington, D.C., June 7, 1967.

HON. HAROLD HOWE II,  
*Commissioner of Education,*  
*Washington, D.C.*

DEAR MR. COMMISSIONER: Senator Long of Missouri has brought to my attention some questions raised by the Governor of Missouri over the Title V Elementary and Secondary Education Act amendments contained in S. 1125. The Governor's letter, a copy of which is appended hereto, is self-explanatory and I would appreciate receiving from you the comments of the Office of Education upon the points he raised.

In addition, a review of the language which was occasioned by the Governor's letter moves me to propound for the purposes of clarification of intent the following questions:

(1) Am I to understand that it is the thrust of the language that in certain States funds of Title V may be used for planning purposes with respect to higher education?

(2) If so, and on the basis that legal authority exists within the State for the Governor to order the transfer of funds to the higher education agency he has created, would there be any limitations upon the amount of the planning money which could be so transferred or could it be taken completely from the State Department of Education and given to the higher education State agency?

(3) With regard to planning for higher education, what are the respective roles of the planning authorities conferred by the proposed amendments and those provisions of existing law under the Higher Education Act which provide planning authorities to the "broadly representative" planning commissions who have jurisdiction over funds received by a State under the High Education Facilities Construction Act of 1963, as amended, and Title VI of the Higher Education Act of 1965?

(4) Is it the view of the Office of Education that planning authorities for higher education heretofore enacted are insufficient to meet contingencies that may have arisen in the respective States in the operation under the amended higher education statutes?

(5) If there is need for broadening planning authorities for higher education, was consideration given by the Office of Education or will there be such proposals to amend the higher education statutes?

(6) Could the Office, through a memorandum, set forth clearly and concisely the degree to which, if any, the higher education planning authorities in the existing statutes and the proposed amendment overlap or are duplicative?

It would be most helpful in your reply if there could be set forth specifically the types of planning authority which, in the judgment of the Office of Education are not now provided in existing statutes. In this connection, it would also be most helpful if the Office could illustrate and clarify the situation by citing specific examples of authorities needed and the fact situations which cannot now be met.

Sincerely yours,

WAYNE MORSE,  
*Chairman, Education Subcommittee.*

Attachment.

EXECUTIVE OFFICE,  
*Jefferson City, Mo., May 18, 1967.*

HON. EDWARD V. LONG,  
*U.S. Senator,*  
*Senate Office Building,*  
*Washington, D.C.*

DEAR ED: It has come to my attention that in a proposed amendment to the Elementary and Secondary Act (Grants for Comprehensive Educational Planning and Evaluation) there may be some potential administrative problems for Missouri, and perhaps other states.

With the latest amendments, it is not clear how the decision is to be made concerning any application of the program to higher education. The amended

version refers to "the" state educational agency, and then continues to provide the alternatives of leaving higher education out or assigning responsibility for funds applied to it to a different group. However, it is not clear who makes such determinations.

In Missouri, we have a Commission on Higher Education with comprehensive responsibilities for total higher education planning and coordination distinct from the State Department of Education. Therefore, blanket designation of a single agency without clarification as to the authority for making other allocations (if any are desired) for higher education would be inconsistent with our State's system.

Sincerely yours,

WARREN E. HEARNES,  
*Governor.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,  
OFFICE OF EDUCATION,  
*Washington, D.C., July 27, 1967.*

HON. WAYNE MORSE,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR MORSE: Thank you for your letter of June 7 concerning questions raised by Governor Hearnes about the determination of inclusion of higher education planning and designation of the agency for this purpose as contained in S. 1125, the Elementary and Secondary Education Amendments of 1967.

*Questions 1. and 2.*

The proposed changes in Title V of the ESEA would include provisions to permit planning for higher education. It is designed to eliminate the all too frequent situation where educational planning is fragmented between elementary and secondary education and higher education. The proposed amendment would permit but not require a State to develop a more cohesive education system from the elementary school level through graduate education.

This optional feature permits flexibility at the State level. A State may choose not to use its funds for higher education or may have difficulties doing so under State law. It must also be emphasized that the higher education planning authorized by S. 1125 can only be accomplished within the confines of State law. Thus, State law may not permit any such comprehensive planning or it may dictate which State agency has authority and the extent of such authority. Each Governor in accordance with the State constitution and statutes, would, therefore, make these determinations. We would expect that Missouri and the other States which have separate State agencies having planning authority for higher education would, if they elect to include higher education planning, designate the responsibility for the proposed planning program to these agencies. We would also expect that these agencies, in most instances, would be those which were designated as the State Commissions under the Higher Education Facilities Act and Title VI-A of the Higher Education Act.

It is interesting to note that, with the exception of one State, the State Commissions designated under Title VI-A of the Higher Education Act were those which had previously been designated under the Higher Education Facilities Act.

The proposed law does not specify what funds can or will be set aside for higher education, each State is best equipped to make such a determination. The amendments do require a State application to set forth a statewide program which must among others include provisions for developing statewide educational goals and priorities. Such language would not permit the diversion of excessive funds exclusively for higher education—obviously a proper balance must be maintained.

*Question 3.*

The proposed amendments to Title V of the ESEA would provide grants for comprehensive planning for education at all levels. However, as indicated earlier, higher education is included only if the State elects to do so. If a State elects to include higher education, then it may designate or establish a separate State agency to carry out planning with respect to higher education. The comprehensive planning to be supported under this program is "comprehensive," i.e., it would cover *all phases of higher education.*

Title I of the Higher Education Facilities Act (as amended by P.L. 89-752) provides grants to the broadly representative State Higher Education Facilities Commissions for comprehensive planning to determine construction needs of institutions of higher education; therefore, these grants are only for *facilities comprehensive planning*. It should be noted, however, that many elements of planning must be considered in arriving at a truly comprehensive plan for facilities, as outlined in the enclosed copy of "Guidelines, Higher Education Facilities Comprehensive Planning Grants."

Some of the broadly representative State Commissions were created solely for the purpose of administering Title I of the Higher Education Facilities Act, and now, Part A of Title VI of the Higher Education Act of 1965. With this type of Commission, some have authority for comprehensive facilities planning, and some do not. Those which do not must indicate in their proposals under the Higher Education Facilities Comprehensive Planning Grants Program how they will work with the State agency which does have this authority.

Other broadly representative State Commissions were in existence when the HEFA was enacted but their responsibilities varied. For example, some were Statewide coordinating boards for higher education, with broad responsibilities for public higher education. These coordinating boards could be classed as a State higher education planning authority; and many already have Statewide "master plans" for higher education. However, most are concerned only with public higher education.

Some State Commissions, such as in Missouri, had planning responsibilities for all of higher education in the State, private as well as public. It must be noted, however, that in some States no broadly representative commission existed and the State Department or Board of Education with advisory groups attached to assure the broadly representative requirement was named as the State Commission under the Higher Education Facilities Act.

As evidenced by statements included in proposals submitted under the Higher Education Facilities Comprehensive Planning Grants Program, 30 State Commissions could, to some degree, be classed as a State higher education planning authority. Two State Commissions, however, do not specifically have authority for comprehensive facilities planning.

#### *Questions 4. and 5.*

The Higher Education Facilities Comprehensive Planning Grants Program will support only those activities related to planning for facilities construction. The activities which would be supported under the new program as outlined in the proposed Section 523(a)(3) go far beyond this. Planning for facilities construction is only one aspect of the broad scope of activities required for comprehensive planning for higher education. Other planning activities or elements not presently supported under higher education programs would include: enrollment projections; determination of academic program needs; student financial aid; finances and resources allocation; and identification of the role and scope of institutions.

Most of these planning activities are not because of the higher education statutes. I must say indirectly answering question 4 that the current planning authority for the operation of Federal laws is sufficient but the purpose of the proposed amendments is to permit where possible total planning, not for a specific level or a specific program.

#### *Question 6.*

The present Higher Education Facilities Comprehensive Planning Grants Program provides for comprehensive facilities *planning grants* to the broadly representative State Commissions, while the proposed amendment to Title V of the ESEA would provide grants for comprehensive planning for *higher education in general* to a State higher education planning agency which may or may not be the State Commission.

The authorities under the Higher Education Facilities Act, as amended, and this proposal would overlap only insofar as comprehensive planning for facilities construction must necessarily include other aspects of higher education planning, as outlined in the aforementioned "Guidelines." As also mentioned in the "Guidelines," assurance must be given that projects supported under the

Higher Education Facilities Comprehensive Planning Grants Program do not duplicate other planning activities being carried out by agencies in the State. If a State elects to include higher education planning under the new proposed authority, we would expect that the activities be coordinated and, if possible, in accord with the authorities of the agencies already designated as State Commissions, responsibility be designated to the State Commission as the "higher education planning agency."

If the Office of Education can be of further assistance, please let us know.

Sincerely yours,

HAROLD HOWE II,  
*U.S. Commissioner of Education.*

THE STATE OF WYOMING,  
DEPARTMENT OF EDUCATION,  
*Cheyenne, April 14, 1967.*

HON. GALE MCGEE,  
*U.S. Senator, Senate Office Building,  
Washington, D.C.*

DEAR SENATOR: At the present time there is a proposal before Congress to amend Title V, Public Law 89-10, Elementary Secondary Education Act. This amendment relates to Section 521.

The new Section 521 would stipulate that \$15,000,000 be allotted to the states specifically for programs of comprehensive, systematic and continuous planning. The \$15,000,000 would represent a little less than one-third of the total \$50,000,000 authorized for fiscal 1968. Since only \$17,000,000 was received when \$30,000,000 was authorized for the entire Title V program in 1967, the amount that would actually be appropriated under Section 521 would probably be much less than \$15,000,000.

The proposal under this Section provides that this segment of Title V money would go to the Governor's office of each state for planning. We seem to be again running into the same problem that I mentioned in my letter of last week in relation to Title I funds. If we dilute the use of Title V, we are going to reduce the effectiveness of the relatively small amount of monies received by the State of Wyoming. The State Department of Education is opposed to the amendment setting up Section 521, and it is our feeling that we could do almost everything that is proposed in the new Section under the existing Section 503.

You might be interested in what we are doing to plan to do with Title V funds that become available to Wyoming during the next biennium. The final decision, however, will be made by the State Board of Education. This will be the first time the State Board has been consulted on the use of Title V funds.

We propose that part of this money go into the production of course of study guides for use in Wyoming school districts. We actually hope to be able to publish two or three new guides prior to July 1. We plan to use part of the Title V monies to help fund in-service workshops for teachers across the State. Some of these workshops will be set up by the Department, using the best available people we can find. Others will be established by local school districts with our financial assistance. This process will enable us to open the doors of area workshops to a large number of teachers who could profit from the in-service training.

Another proposed use of Title V funds is for the revision of Wyoming school laws. The Statute Revision Commission has been charged by the legislature with this responsibility. It is my hope that we can work with the Commission, taking advantage of the experience of school board members and school administrators so that we can compile an intelligent revision of these laws. A broad dissemination of the proposed revision will be necessary if it is to be approved by the 40th State Legislature. Another important use will be to set up a continuing evaluation process for Wyoming schools. We have many schools that have not been through a staff evaluation since 1958. This should provide many opportunities for us to actually help Wyoming school districts.

As to future planning, Wyoming is a member of the eight-state project "Designing Education for the Future" and we have many active committees operat-

ing under this project. We also hope to go into the area of school district reorganization under this project as well as curriculum studies in Wyoming schools.

From Wyoming's point of view, it would appear that the addition of Section 521 would be one more step in the proliferation of federal funds.

In my opinion, our new State Board—which represents many areas of the State and whose members have a broad background and experience—is better qualified to plan for the use of Title V funds than HEW in Washington.

This is the way it appears from here.

Sincerely,

HARRY ROBERTS,  
*Superintendent of Public Instruction.*

---

WASHINGTON INTERNSHIPS IN EDUCATION,  
*Washington, D.C., June 26, 1967.*

Senator WAYNE MORSE,  
*Chairman, Subcommittee on Education,  
U.S. Senate,  
Washington, D.C.*

DEAR SENATOR MORSE: The recent House discussions on education have centered more on who is handling money than on what results are being obtained. Passionate pleas as to the virtues of state departments of education versus the malignant monsters residing in Washington have obscured the facts and are clearly not pertinent. Both agencies of government have their strengths and weaknesses. What we should be concerned with is the mix that produces the desired results.

The most recent experience which we have had with state departments of education use of federal funds has been through their expenditures of Title V (ESEA) funds. Ironically, these funds have been made available by the federal government in evidence that the U.S. government has *more* faith in the state departments ability to use monies than the states themselves have in their own departments.

Generally speaking, the new resources provided by the federal government have been utilized in much the same manner as the regular state funds. This experience hardly gives us confidence that the direct dispersion of federal money to states will result in innovation or in research and development. An analysis of the state departments of education was published last week by the Midwest Administration Center of the University of Chicago called, "Strengthening State Departments of Education." A copy of this report is included. An abstract of the Conclusion of Chapter 6 on the impact of Title V, attached, summarizes this finding.

Since innovation, research, and dissemination are the central reasons for the federal government's involvement in a specific Title (III) of the 1965 act, it is difficult to see how a productive use of funds is possible using the state departments as the sole vehicle.

Perhaps an alternative which frees us from the fruitless discussion of the relative virtues of state versus federal administration is required.

Most observers of the American educational scene would agree that the major thrust for innovation and research and development since World War II has been produced by foundations, private and public. There is no need to go into an extensive listing: TV, team teaching, reform in science curriculum, strengthening graduate training programs, or what have you, came about because of foundation concern and investment. If this is the case and if the Federal government is similarly interested in future innovation and research and development efforts it would seem that the foundation vehicle is the one which can provide the most bang for the buck.

I would not presume to suggest whether a new national foundation such as the National Science Foundation should be set up to have as its central concern the support of promising programs for local districts and state agencies or whether the federal government might consider matching existing foundation grant efforts for the improvement of elementary and secondary programs. I think that I would tend toward backing existing foundations so that we might retain the talented interest of this group in the educational field. Should Title III reach \$500 million in three years this could well be four or five times the amount which

the largest foundation (namely Ford) might put into the improvement of elementary and secondary education and might actually cause the withdrawal of participation of these agencies. We desperately need the continuing interest of all agencies in the improvement of American education and can ill afford to have any segment of our society express a reduced concern.

The posture of federal officials may have unwittingly fostered the state-federal confrontation. The "Junior Partner" image may have obscured the necessary role of a national interest, nationally financed, which can hardly be expressed through state programs administered solely by the states. The federal government must implement its positive and unique role in the national interest through the preservation of the intent of Title III.

Sincerely,

DONALD P. MITCHELL,  
*Director.*

#### CHAPTER 6<sup>1</sup>—CONCLUSION

Title V of the Elementary and Secondary Education Act of 1965 has had a major impact upon state departments of education. It has permitted substantial growth in the size of professional staffs; it has contributed greatly to the operating budgets of the smaller departments and significantly to the operating budgets of larger departments; and it has allowed the departments to undertake some entirely new programs, and to expand programs previously deemed insufficient. Furthermore, when we asked chief state school officers to assess the impact of Title V, they uniformly indicated that they wished there were more funds and that the administrative procedures could be streamlined so that Title V could have even greater impact.

In our analysis of the utility of Title V funds in strengthening state departments of education we have been somewhat more cautious in our appraisal. We have indicated previously our concern that the funds, especially in smaller state departments of education, were being used chiefly to provide more of the traditional services. Insufficient attention has been paid, we feel, to those activities included under the broad heading of research and development, and public information and support. Overmuch attention has been concentrated on activities such as consultation to local districts.

Further, we are now concerned that many departments seem intent upon providing new or extended services with the same personnel, or more of the same kind of personnel. Although chief state school officers indicated considerable difficulty in staffing positions, especially those reflecting new departmental directions, they provided virtually no evidence that they have been considering procedures which might develop new sources, new career programs, or new inducements to attract top educators with a variety of talents.

We share, to an extent, the satisfaction of the chief state school officers with the results of Title V. Surely, this legislation with its additional resources, has been welcome. Our concern, however, is that new resources not be invested unwittingly in the perpetuation and reification of the not always satisfactory programs, processes, and personnel policies which now characterize many state departments of education. Furthermore, after examining the evidence concerning the impact of Title V, we feel that our concern in this regard definitely is warranted.

Of course the picture is by no means entirely gloomy. Particular programs or activities developed through Title V funds are indeed exemplary. Projects such as "Designing Education for the Future", carried out cooperatively by eight states with Title V funds, offer great potential, and room for some optimism on our part. Analysis of changing conditions and of the appropriate role of state departments of education under changed conditions is, clearly, a course we feel necessary. We believe that, as this analysis is carried out, and as state departments of education become willing to effect changes, the states will become more effective partners in the governance of education. . .

<sup>1</sup> Strengthening State Departments of Education, Ed., Campbell, Sroufe, Layton. "The Impact of Title V on State Departments of Education," by Kenneth E. Smith, pp. 74, 75, Midwest Administration Center, 1967.

The first part of the report deals with the general situation in the country. It is noted that the economy is still in a state of depression, and that the government is struggling to meet its obligations. The report also mentions the need for further reforms and the importance of maintaining stability.

In the second part of the report, the author discusses the social conditions. It is pointed out that the majority of the population is still living in poverty, and that there is a need for social reforms. The report also mentions the importance of education and the need for a more equitable distribution of resources.

The third part of the report deals with the political situation. It is noted that the government is still struggling to maintain its authority, and that there is a need for further reforms. The report also mentions the importance of maintaining stability and the need for a more democratic system.

In the fourth part of the report, the author discusses the economic situation. It is pointed out that the economy is still in a state of depression, and that there is a need for further reforms. The report also mentions the importance of maintaining stability and the need for a more equitable distribution of resources.

The fifth part of the report deals with the social conditions. It is pointed out that the majority of the population is still living in poverty, and that there is a need for social reforms. The report also mentions the importance of education and the need for a more equitable distribution of resources.

The sixth part of the report deals with the political situation. It is noted that the government is still struggling to maintain its authority, and that there is a need for further reforms. The report also mentions the importance of maintaining stability and the need for a more democratic system.

Strengthening  
State Departments  
of Education

Edited by

Roald F. Campbell

Gerald E. Sroufe

Donald H. Layton

**Midwest Administration Center**

**THE UNIVERSITY OF CHICAGO**

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## Acknowledgments

Many persons contributed to making possible this monograph. We are very much indebted to the chief state school officers of the three states where our interview teams collected data. The CSSO's extended every courtesy to our team members, and their willingness to grant our many requests facilitated our project immeasurably.

Especial thanks are in order for the 113 other SDE professionals who consented to see us. Their openness and candor provided us with numerous insights about department operations.

To the 39 chief state school officers who returned questionnaires about Title V—we send a most hearty thanks. Our gratitude goes to E. Glenn Featherston of the Division of State Agency Cooperation, U. S. Office of Education, for making available Title V proposal summaries.

We are also grateful for the members of thirteen SDE's who attended our conference on "Strengthening State Departments." The representatives and their states were R. E. Brinkley (Tennessee); Archie A. Buchmiller (Wisconsin); Delmar A. Cobble (Missouri); Donald E. Davis (Minnesota); Sherwood Dees (Illinois); W. T. Edgren (Iowa); Normand H. Edwards (Louisiana); William H. Flararty (Connecticut); D. D. Harrah (West Virginia); William W. Ramsay (New Jersey); Merrill Redemer (New Mexico); Ronald Smith (Colorado); and Earl L. Wood (Indiana). These education officials sat with us for three days, providing us with inciteful comments about the tentative drafts of materials included in this monograph.

We are equally appreciative to six other educators whose participation in the conference contributed to its success. These gentlemen include: Ivan Baker, Superintendent of Schools, Park Forest, Illinois; Merton V. Campbell, Superintendent of Schools, Thiensville, Wisconsin; David M. Jackson, President of Cooperative Educational Research Laboratory, Inc., Northfield, Illinois; and Frances S. Chase, Dan C. Lortie, and J. Alan Thomas of the University of Chicago's Department of Education.

## Chapter

## 1

## Introduction

How can state departments of education be strengthened? This is the central question to which this monograph has been addressed. We undertook this study in order to develop some suggestions and recommendations which might be useful to those seeking to strengthen state departments (SDE's).

Our interest in strengthening SDE's was heightened as a result of a seminar, "The Government of Education: Federal, State, and Local Relations," held at the University of Chicago during the summer of 1965. At the conclusion of that seminar we were generally agreed that the concept of a "partnership" between the various levels of government was helpful in describing past and present relationships and provided a potentially viable structure for the government of education in the future. We were convinced, however, that for the concept of partnership to be meaningful, each of the partners required sufficient strength to serve as a countervailing force to the other two. Each level required capacity to initiate activity with regard to each other level, and each required capacity to offer constructive resistance to policy initiated elsewhere. In view of the apparent inability of many of the SDE's to be contributing partners, we were not assured by certain spokesmen that the federal government was to remain the junior partner. Indeed, we were concerned that a desirable kind of partnership would be impossible unless major efforts at strengthening SDE's were undertaken.

To examine more closely the role SDE's might play in a continuing federal-state-local partnership, and to develop means of improving the relative strength of SDE's within the partnership, a follow-up seminar was held at the University of Chicago during the summer of 1966. This seminar focused specifically upon the topic, "Strengthening State Departments of Education." Although the formal seminar ran throughout July and August, 1966, our study team began meeting on a regular basis in March to develop a rationale, methodology, and instruments for the study. Most of the interviewing was completed prior to the commencement of the seminar; this circumstance permitted us to use the seminar for an analysis and interpretation of the data.

A culminating event of the seminar was a three-day conference

## 2 Strengthening State Departments of Education

on the same theme, "Strengthening State Departments of Education." Representatives from 13 SDE's (listed in the Acknowledgments) attended the conference and responded to the data and ideas we had developed during the seminar. Their criticisms, often sharp, were most helpful to us in modifying and explicating our ideas. The final two weeks of the summer were devoted to building upon the insights provided through our discussions with the conference participants, and to final preparation of drafts of the chapters which now comprise the monograph.

The methodology used in conducting the study was a simple one. It was shaped largely by the need to gather the kind of empirical data not now available in the literature in order to make realistic and significant recommendations regarding the programs, processes, or personnel of SDE's. It was equally affected by the constraints of time and financial limitations of an entirely volunteer effort.

The major thrust of our study was the examination of three SDE's: a small department, a medium department, and a large department. Our sample and interview methodology are described more fully in the introduction to the Appendices. We selected three states because we had resources to study no more, and because we felt it necessary to study at least three departments in order to improve our capacity to generalize. We selected small, medium, and large departments because we felt size of professional staff to be an important variable in examination of the programs, processes, and personnel of SDE's. Our interviews were conducted from schedules that were prepared, tested, and revised before taking them into the field. The interview schedules sought information about the respondent's job, the process utilized in performance of his task, and personal information related to his background and career; a reproduction of the basic interview schedule is provided in Appendix D. In all we interviewed 116 professional personnel.

In addition to the information referred to above we were also interested in determining how all departments had utilized Title V funds of the Elementary and Secondary Education Act (ESEA). We felt that examination of the Title V proposals would reveal a great deal about the priority needs of SDE's as they perceived them. To consider this dimension we prepared and mailed a questionnaire to Chief State School Officers (CSSO's) in which we requested descriptive information of how they had used Title V funds, what new activities they felt would be most significant in strengthening their departments, and how Title V had modified structures or policies of the departments. We also asked for their judgments about

the administration, appropriateness, and impact of Title V. We received responses from 39 of the CSSO's. We have included the questionnaire as Appendix E. In addition to the questionnaire, we relied upon summaries of proposals developed by each SDE and provided to us by the Division of State Agency Cooperation of the U. S. Office of Education.

The chapters of the monograph are somewhat independent. Chapter 2 represents our attempt to provide a perspective for examination of SDE's by sketching their historical development and presenting questions which appear relevant to examination of the historic and current role of SDE's. The scheme for conceptualizing activities of SDE's, which is used throughout the monograph, is developed in this chapter. Our third chapter attempts to generalize from the combined pool of interview data collected in the three states and also to point out some of the unique aspects of each of the departments. We felt that an empirical examination of personnel in SDE's was imperative in seeking to come to grips with their manpower problems, and Chapter Four presents our findings pertaining to background, recruitment and career patterns within SDE's.

Chapter 5 provides one conceptual scheme for examining ways in which SDE's may implement programs. The case study used is based upon the Illinois Plan for Program Development for Gifted Children. Although the material for the case study was gathered prior to our own study, the analysis was developed as part of the seminar. Our description and assessment of the use of Title V of the Elementary and Secondary Education Act by SDE's, and of the chief state school officers' assessment of Title V, is presented in Chapter 6.

Chapter 7 seeks to point up some of the forces impinging upon education today and to provide a direction for SDE's in meeting these forces. This is essentially a prescriptive chapter which seeks to suggest the role we think SDE's should assume in the future. The recommendations, Chapter 8, follow from our understanding of what SDE's are like and our notion of what they should be like.

The Appendices include descriptive reports of the three SDE's examined, plus reproduction of the interview schedule and the questionnaire utilized in the study. The reports provide a rather close look at process, program, and personnel in each of the SDE's, and also examine the impact of Title V within each of the states. In addition to being descriptive, they seek to raise the important questions and problems facing each of the three departments.

Of course, our descriptions of SDE's are appropriate to only three

#### 4 Strengthening State Departments of Education

SDE's, and may be in error to some extent even in these cases. But we feel that SDE's have much in common, just as there is much that is unique about each. We hope that those interested in SDE's will use our descriptions as a screen for examining other departments and will see just how appropriate our descriptions are to the departments in which they are interested, and what consequences for recommendations to strengthen SDE's result from the "goodness" or "badness" of fit.

The literature dealing with SDE's is characterized by much prescription and little description. Some of the best work on SDE's has been intensive studies of departments from which one may not readily generalize. We have gone beyond a single case by looking at three departments, analyzing questionnaire responses from 39 and examining Title V proposals from 55 departments. We hope at this point in the history of the government of American education, recommendations for strengthening SDE's will receive a hearing in the state legislatures, in the Congress, and from other policy-makers, and the national legislature. We feel that presenting our recommendations in the context from which they have been developed is a most useful, necessary approach.

Chapter  
2Historical Development  
and Current Status  
of State Departments  
of Education

*Donald H. Layton\**

In this chapter we shall present some important developments in the history of state departments of education (SDE's) and will also discuss typical activities of modern state departments. We shall conclude by pointing out some constraints under which departments must operate as they try to fulfill more active roles within their states.

The materials highlighted in this chapter will inevitably convey some distortions. It is not easy to deal definitively with the history of state departments. There is a paucity of historical materials about state departments, and those materials which are available tend to be dispersed in fifty states. We have adequate documentation about the origins of state departments of education, but we are particularly lacking in materials which trace the growth of SDE's over a period of time.<sup>1</sup> Similarly it is difficult to categorize current activities of state departments. Each state has been subject to unique historical experiences which have had differential impacts upon governmental structures. The great difference among the states in population and in their resources have also contributed to SDE's which are quite varied in the extent of their personnel and in the scope of services.

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<sup>1</sup>Two projects underway currently promise to make historical information about state departments of education much more accessible. State educational histories are under preparation by eight Western states participating in a project entitled "Designing Education for the Future" (1362 Lincoln Street, Denver, Colorado 80203). The growth of state educational departments is being considered with the development of other educational institutions within their states. The council of Chief State School Officers in Washington, D.C., has a project on the Development of State Departments of Education from 1900-1965. Investigations are in process in this project involving all the states.

## 6 Strengthening State Departments of Education

But there are similarities among state departments, and these can be meaningfully discussed.

### Historical Evolution of SDE's

After reviewing the histories of state departments Beach<sup>2</sup> developed three stages of development which most SDE's seemed to have passed through. Beach's scheme is directed toward the kinds of personnel needs faced by state departments at different periods. The first of Beach's stages may be termed the statistical one during which the primary thrust of SDE's was the gathering, compilation, and publication of educational statistics. The so-called statistical stage was followed by the inspectoral stage of development, which lasted from about 1900 to 1930. Enforcement of standards replaced data collection as the principal focus of SDE efforts. In the last stage—leadership—state departments became more involved with consultation and making available their expertise to local school districts. Using the Beach scheme as a backdrop, we shall examine briefly the evolution and growth of state departments.

In most of the states admitted early to the Union state departments traced their origins to certain activities which were first performed by elected officials, such as the governor, secretary of state, or the attorney general. One of these activities was the apportionment of state funds to local school districts. Many states owned public lands, income from which was earmarked for the support of common schools. With the expansion of other responsibilities, however, top state officials found that they no longer had time to supervise local school districts. In a successive number of states, beginning with New York in 1812, the state superintendency of schools was established to provide state supervision for education.

While the need for extra manpower was very important, the need had to be called to the attention of state politicians. In a number of states, the legislature created the state superintendency primarily in response to the efforts of individuals such as Horace Mann, Henry Barnard, or John D. Pierce while in others legislators reacted to the demands of organized propaganda societies. Supporters for a state educational officer were not interested only in the distribution of state monies—a task which became more and more inadequately performed; they were more concerned about the adequacy of prevailing educational structures. They were interested in the availability

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<sup>2</sup>Fred F. Beach and Andrew H. Gibbs, *Personnel of State Departments of Education*, (Washington: U.S. Government Printing Office, 1952).

## Historical Developments 7

and the cost of public education. Several of the most vocal partisans were themselves selected to become state superintendents of education.

Once the state superintendency was created, it was not destined to play a very dynamic role in most states for many years. The powers of the superintendencies were limited; a confining stipulation was that the education officers be concerned about the common schools only. Furthermore, the early state superintendent had almost no legal power; his role consisted largely of collecting statistics and making reports to the legislature and governor. Cubberley characterized the work of the early chief state school officer in these terms:

To collect, tabulate, and edit the school statistics as to attendance, teachers, term and finances demanded by the law; to advise as to the law; to apportion the state aid to the school districts; to visit the different counties and advise the local school authorities; to exhort the people to found and improve their schools; and to advise the legislature as to the condition and needs of the schools.<sup>3</sup>

Cubberley's description makes clear the advisory character of the state superintendency with its emphasis on data collection. The superintendent in nearly all states had almost no legal means at his disposal to upgrade the embryonic school systems in his area. Where state education officers exercised considerable influence over the direction of educational institutions, they did so by virtue of their total commitment and through the force of their personalities. Another problem which plagued the superintendency in the 1800's was its instability. Often the office was caught in the political winds of the day, and in several states the position was abolished, only to be re-instituted. The effectiveness of state education officers was also necessarily diminished in the 1800's by the small staffs at their disposal. Even in 1900 Beach and Gibbs<sup>4</sup> report that there were only 177 members of SDE's in the entire country, including the chief state school officers. Five states had no clerical or professional SDE members in addition to the state superintendent. Obviously any serious attempts toward state direction of education would have been severely hindered by the sheer lack of manpower.

With the onset of the twentieth century state departments became more concerned about developing standards of school performance. Beach<sup>5</sup> calls the years from 1900-1930 the inspectorial period. The

<sup>3</sup> Ellwood P. Cubberley, *Public Education in the United States*, (Boston: Houghton Mifflin Company, 1934), p. 218.

<sup>4</sup> Beach and Gibbs, *op. cit.*, p. 6.

<sup>5</sup> *Ibid.*

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gathering of statistics was put to a new purpose—to assess how local districts had met certain criteria of performance. Inspectors were dispatched to the schools to report back to their departments whether or not appropriate standards were being maintained. Since so many aspects of education are difficult to evaluate, the SDE representative had to deal with fairly concrete concerns. Was the prescribed subject being taught? Were compulsory school attendance laws being enforced? Did a given school meet health and safety standards? The inspector had to make judgments about a host of other matters as well.

Several generalizations can be made about SDE's in the early decades of the 1900's. One observation is that state departments were placed on a firmer legal basis. When SDE representatives sought to bring local districts up to acceptable standards, they were acting as agents of the state government, and they were often following the rather specific directives included in state codes and constitutions. SDE's now began to have coercive powers vested in them and had means of forcing wayward districts to comply with state regulations. Another observation is that, with their new emphasis, state departments had to employ more personnel. By 1930, there were almost ten times as many SDE employees as there had been in 1900.<sup>6</sup> Gone were the days when a single officer could meet the demands placed upon the state educational office. A final observation is that the early 1900's have had a lasting effect on the public image of state departments and also on the perceptions of SDE's toward their work. This factor will be discussed later in the chapter.

Beach asserts that a third shift in the personnel needs of state departments occurred around 1930. While still performing their numerous regulatory and inspectional functions, SDE's increasingly came to view leadership activities as the most central to their enterprise. State departments began to be concerned with more than bringing local school districts up to minimal levels of performance. The SDE began to see that there were many extralegal means by which local districts could upgrade themselves. Ultimately the SDE could perhaps be most effective if it could provide expertise to those willing and able to use such knowhow. The SDE then needed to have available a group of specialists who could be of service to local districts.

In recent years other shifts could be noticed in staffing state departments. The great increase in state department employees is due in no small measure to the numerous federal programs departments

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<sup>6</sup>*Ibid.*

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must administer. A study directed by Chase and Morphet<sup>7</sup> in 1949 estimated that two-thirds or more of the professional staff of state departments were employed in either the vocational rehabilitation or vocational education sections. Both of these programs receive substantial support from the federal government. Another responsibility thrust upon the departments has been the direct operation of special schools such as those for the blind. The consequences of these added administrative tasks upon the size and distribution of SDE staff members can be illustrated from a recent report of the Ohio Department of Education.<sup>8</sup> As of December, 1965, Ohio had a total of 753 employees in its state department. Of the 371 professional staff 150 were working in the vocational rehabilitation department; 115 were helping operate state schools, and only 106 were left for other administrative and instructional programs. In other words, 28 per cent of the total professional staff was concerned about what some would feel to be the central tasks of the department. There is no reason to believe that the Ohio distribution is much different from those of other states.

### Contemporary Activities

From one-man operations a century or so ago state departments of education have grown to become complex organizations employing hundreds of personnel. An attempt to classify the activities of modern departments is not an easy task. In the first place no two state departments are exactly alike, and historical circumstances within a state have molded particular departments in peculiar ways. Another difficulty in coming to grips with what SDE's do is that they are dynamic organizations. They do change, and descriptive statements about the activities of SDE's are bound to be quickly outdated.

Such notes of caution should not prevent us from acknowledging that most state departments do tend to perform many similar services. Figure 1 divides these services into five major activity areas. Apart from the operational cluster, the activities are grouped primarily on the basis of to whom they are directed. The classification scheme is based upon three categories of "functions" of state departments of education developed by Fred Beach.<sup>9</sup> We have divided Beach's third function—leadership—into three separate activity areas,

<sup>7</sup> Francis S. Chase and Edgar L. Morphet, *The Forty-Eight State School Systems* (Chicago: Council of State Governments, 1949), p. 45

<sup>8</sup> From the annual report (1965) of the Ohio Department of Education.

<sup>9</sup> Fred F. Beach, *The Functions of State Departments of Education* (Washington: Office of Education, Federal Security Agency, Misc. No. 12, 1950).

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### 1. OPERATIONAL

- A. State schools for handicapped
- B. Specific programs (e. g., vocational rehab.)
- C. Teachers colleges
- D. Miscellaneous

### 2. REGULATORY (essentially arise from specifications of state constitutions and codes)

- A. Approval
- B. Classification
- C. Application of sanctions
- D. Supervision
- E. Distribution of Funds.

ACTIVITIES UNDER  
2 and 3 ARE DI-  
RECTED TOWARD  
SUBORDINATE UNITS

### 3. SERVICE (based on department's expertise)

- A. Advising and Consultations
  - (1) on individual projects
  - (2) with groups (workshops, etc.)
- B. Publications, other aids
- C. Dissemination of research

### 4. DEVELOPMENTAL (IMPROVEMENT OF SERVICES)

- A. Planning
- B. Research
- C. In-service education
- D. Evaluation
- E. Recruiting and Staffing
- F. Departmental Supporting Services (internal);  
and intra-Departmental Coordination.

ACTIVITIES UNDER 4  
ARE PRIMARILY DI-  
RECTED TOWARD THE  
SDE ITSELF

### 5. PUBLIC SUPPORT AND COOPERATION

- A. Public relations (general)
- B. Political activity
  - with legislature
  - with governor
- C. Interagency relations
  - 1. Regional labs and other federal programs
  - 2. Other departments of state government
  - 3. Higher Institutions

ACTIVITIES UNDER 5  
ARE GEARED TO OUT-  
SIDE PERSONS AND  
AGENCIES

Figure 1. Some Major Activity Areas in State Department of Education

making a total of five major activity groupings; operational, regulatory, service, development, and public support and cooperation.

*Operational Activities.* Operational activities of SDE's may be defined as those in which the state department directly administers schools and services. An example of this activity which we noted previously is the operation of special schools. SDE's in most states

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are expected to administer schools for the blind and the deaf as well as for the otherwise handicapped. In some states the departments may have special administrative responsibilities for state teachers colleges and for activities of a cultural nature such as libraries, museums, and archives. Vocational rehabilitation programs are also administered by most SDE's.

The administration of special agencies and services is largely a twentieth century addition to the duties of state departments. SDE's have been often assigned these operational responsibilities because there seemed to be no other appropriate educational structure for such purposes. Many critics object to the inclusion of operational tasks in SDE's; they point out what they feel are the harmful consequences of operational activities on the overall functioning of the departments. These critics maintain that the operation of special schools and services divert many important SDE resources from a more crucial use. In fulfilling its operational responsibilities a department obviously must allocate some of its resources to the operation of the school or program. Moreover, funds and personnel assigned to ongoing programs which are dependent upon the state for their continuation become frozen: they may not be readily shifted within the department of education to meet new priorities, no matter how important they might be.

It has also been argued that the operation of special schools and agencies confuses the role that state boards of education properly ought to fulfill. In the words of one writer:

To require the board to be responsible for the detailed management and operation of schools serves to nullify the most important function which it should perform. Ideally it should be the policy-making and coordinating agency for all educational programs in the States.<sup>10</sup>

Even more specific objections have been raised about the administration of vocational rehabilitation programs by SDE's. V. R. programs are financed through both federal and state funds but are state administered. One argument against SDE administration of vocational rehabilitation programs is based on the character of such programs. It is contended that educational effort is not closely involved in many V. R. projects, and thus rehabilitation has little in common with the other activities SDE's perform. In addition, V. R. causes other kinds of administrative headaches. With most SDE

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<sup>10</sup> *Ibid.*, p. 16

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programs the chief state school officer and his staff have some discretionary authority. But Washington lays down fairly specific guidelines for V. R. programs. Given this fact, some persons have felt that V. R. programs add little strength to SDE efforts and ought to be administered outside state departments.

The difficulty in assessing criticisms such as these is the absence of more conclusive data. We need to know precisely how operational programs *do* affect the conduct of SDE business. To what extent are the CSSO and his staff really diverted from other department activities? How much time do CSSO's, for example, spend in an average workday on details of operational programs? Obviously operational programs do not fit into some prevailing conceptions of the proper function of state departments of education; they may seem quite irrelevant to the central purposes of state departments. But one suspects that the bulk of objections scattered in the literature rests on a conceptual notion of what SDE's ought to be rather than based on any carefully drawn empirical findings.

*Regulatory Activities.* A second broad group of SDE activities fall under a general regulatory classification. State and federal statutes clearly spell out that state departments are to regulate many aspects of the programs, plants, and administrative procedures of local school districts. For example, curricular and teaching standards must be met, school construction and school buses must be safe, civil defense drills must be conducted, and funds must be accounted for.

The central notion in regulation is the meeting of minimum standards. The minimum is a level of performance expected of all school districts or at least by broad categories of districts. Most SDE's have routinized their regulatory activities and often non-professional persons handle them with dispatch. Reports from local school personnel, such as self-administered checklists, are often required in multiple copy. These lists may indicate how many hours per week are devoted to a particular subject or whether or not the instructor has indeed taken X number of courses in the required field. In any event, minimal standards are given the sanction of law and are usually taken very seriously. Penalties may include loss of accreditation, withdrawal of state funds, or the imposition of other sanctions.

No serious student of state educational systems questions the desirability of state regulation of local school systems. Questions do arise regarding how such standards are formulated and how regulatory procedures are enforced. At least three problems can be mentioned. First, minimal standards in most states are too low. In our decentralized educational system school districts vary tremendously in their capability

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to support educational services. Minimal standards are usually geared to those districts with the fewest resources, not to the more affluent areas which could give better support to education. In this sense, minimal standards too often reduce educational expectations to the lowest common denominators. Some states have tried to provide incentives for schools with adequate programs to further upgrade their efforts. But such attempts generally lack the power of enforcement.

A second problem is that regulation is often reduced to "bean-counting" operations. Regulations are often concerned with only those items which can be easily checked by a "yes" or a "no." Finally state departments appear to be hesitant to enforce minimums. There often have to be flagrant violations of SDE regulations before the departments will invoke penalties. Show-downs with local districts are unpleasant for all concerned; with poorer, struggling districts, the enforcement of even minimal standards can evoke a crisis.

*Service Activities.* Another group of tasks performed by state departments are service activities. When the SDE staff disseminates its expertise to local schools, it is engaging in a service activity. The majority of service undertakings are geared toward the improvement of instruction, but SDE's also provide numerous services to administrators. Some specific examples of services are curriculum consultation, preparation of materials for educational media (e.g., ETV), statistical dissemination, school surveys and related activities, legal reports and advice, and research dissemination activities. Clearly services may affect almost the total spectrum of the local educational enterprise.

Services are playing an increasingly more significant role in the SDE's total output. Recent federal legislation, such as the National Defense Education Act and Title V of the Elementary and Secondary Education Act of 1965, is largely responsible for this fact. Federal funds have enabled departments to employ a variety of specialists on their staffs, especially in curriculum areas, and these specialists are visiting schools, conducting workshops, and finding other means to disseminate their knowledge to the field. It is clear that the service activities are generally well regarded by the vast majority of SDE employees and are attuned to the image SDE's have of themselves. Unlike regulations, services entail no coercion and thus involve no unpleasant confrontations between the departments and local school districts.

While we do not question the value of many services performed by SDE's, we must give more attention to how the department's expertise can be dispersed most effectively. Our investigations confirmed that, in some departments, school visitations are

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viewed as the most appropriate means of disseminating the SDE's know how. But we concluded that frequent visits to schools were ruled out by the shortage of department specialists. A recent California survey<sup>11</sup> recommended that intermediate school districts be created to perform such a consultative role with local districts. At this point we do not wish to provide a blueprint for consultation services; we suspect, for example, that the California recommendation would not be applicable to Nevada or Rhode Island. The point is that better strategies might be conceived for disseminating SDE expertise.

*Developmental Activities.* Developmental activities involve serving the needs of state departments themselves. They include securing adequate staff and information, thus permitting the department to utilize its resources to maximum advantage. Such activities provide the SDE with the strengths necessary to perform service, regulatory functions and other responsibilities. Under the developmental rubric are included planning and development, selected research, recruiting and staffing, in-service education, internal services (e.g., libraries), and other activities.

Developmental activities are extremely important to the manner in which SDE's operate. One of the tasks, planning, necessitates making an assessment of the long range needs of local schools and the SDE's conscious attempt to develop its capabilities. Personnel policies are equally crucial in establishing how SDE's can function. The identification of the best talent remains a high priority item for state departments. For the most part developmental activities are still rudimentary in most state departments. Chapter 6 gives some hope that SDE's are willing to allocate more resources to developmental undertakings. Such signs are encouraging.

*Public Support and Cooperation.* A final group of SDE activities are those which are designed to secure the support and cooperation of the general public and of subsections within the public. Such support is needed to maintain many current SDE activities as well as to provide the resources to launch new projects. Support activities include public relations such as reports, press releases, open houses, and special speakers; political activities with the legislature, governor, and other politicians; and relations with various governmental and non-governmental agencies.

Historically public support activities have not consumed a great deal of SDE manpower. These endeavors were viewed as marginal to the other services state departments had to perform; scarce re-

<sup>11</sup> *The Emerging Requirements for Effective Leadership for California Education* (Sacramento: California State Department of Education, 1964.)

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sources had to be employed where they were absolutely needed to fulfill the specifications of state codes. Today there is a greater appreciation that the state department functions within a larger social system and that it must seek better ways to communicate its needs to the larger society. Such communication is especially essential with governors and legislatures who ultimately decide what state departments can or cannot do.

It is often difficult for educators, including state department leaders, to develop viable relationships with political officials. The separateness of education from other local governments tends to foster communications barriers between the two groups. In terms of the legislature, the SDE's problems are compounded by the absence of an identifiable and visible clientele to do legislative battle for them. It is true that state departments of education serve all education in the state to some extent, but few educators identify with the total program. SDE's thus cannot rely upon tightly organized groups to back their proposals in the sense that other lobbies can. These illustrations serve to indicate the problems faced by departments as they strive for better relationships with other governmental bodies.

### Constraints

The preceding discussion has indicated that state departments are engaged in a multitude of activities. The proliferation of these activities documents the fact that state departments are finding numerous ways to provide services to the people within their states. Other chapters in this monograph will demonstrate that SDE's are not so effective as their many activities might seem to suggest. We shall point out four of the many constraints which hamper state departments of education from playing even more vital roles in their states' educational establishments.

*Inadequate Financial Support.* A primary constraint faced by all SDE's is financial. More money will not solve all the SDE problems, but it is clear that if greater financial resources were allocated to departments, they would help SDE personnel to meet some of their most pressing needs. In our interviews state department personnel repeatedly referred to this constraint upon their effectiveness. If more funds were available, persons could be hired to perform important, though still neglected tasks. Materials could be purchased; travel funds could be provided; and programs developed.

State departments of education are probably typical of their other counterparts in the states, for lack of strong financial support seems to be endemic to most state agencies. The problem is tied to the

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general fiscal condition of the states. In general, state sources of revenue have not kept pace with the demands for services. Until existing taxing procedures are reformed and new sources of funds identified, we cannot be too optimistic that SDE's will greatly improve. State departments by necessity will continue to be concerned primarily with fulfilling specifications of the state codes rather than identifying new and possibly more critical areas of need.

*Lack of Agreement on How to Achieve Maximum Impact.* State departments of education are always likely to operate under financial constraints. Given this probability, a logical question is—do state departments know how to maximize their impact with the resources they do have available? Also, if financial support is increased modestly, can SDE's identify critical areas of need and devise appropriate strategies to meet these needs?

Our conference on strengthening state departments revealed highly discrepant views of how to strengthen state departments of education. Are state departments strongest when they send representatives at regular intervals to evaluate schools against certain criteria? Are SDE's strongest when their thrust is toward providing augmented consultation services to local districts? Are SDE's most effective when they assemble a small high-level staff which generates and disperses many creative and innovative ideas to local districts? One answer might be that SDE's ought to do all these things, but practical limitations will prevent them from doing all of these tasks equally well. The lack of knowledge about which activities are likely to be most effective and under which kinds of circumstances constitutes a constraint upon SDE effectiveness.

*Need for Qualified Personnel.* A further difficulty faced by state departments is personnel. As Chapter 8 will point out, state departments need not only larger staffs but also more specialized ones. The modern SDE requires technicians and specialists who at present are not attracted to state education agencies. It is clear that many personnel difficulties, and state department ineffectiveness, can be traced to present forms of recruitment. SDE's tend to recruit primarily teachers or school administrators; recruitment procedures have not been geared to persons outside education whose skills are increasingly needed to perform complex tasks.

A discussion of SDE personnel needs must take into account certain considerations. First, there are great demands for talent of all kinds today. In the field of education talent is especially at a premium. Competent specialists are now sought in universities, in the U.S. Office of Education, in new federal programs, in business and industry as

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well as in state departments. In the increasingly competitive job market the qualified specialist can base his employment decision on many factors: not only salary and fringe benefits but also the freedom the position offers to pursue one's work; the nature of supervision; the flexibility of working hours; the challenge of the tasks to be performed. Unfortunately many state departments are at a distinct disadvantage when it comes to conditions of work. One of the major needs of SDE's is to work deliberately to overcome their bureaucratic auras, with the accompanying stereotypes of rigidity and dullness.

*Organizational Inertia.* The final constraint is organizational. State departments develop vested interests in established ways of doing things. Patterns of behavior persist, even though they are no longer directed to goals of any substantive importance. Precedent, not current needs, becomes the justification for performance of the tasks. "We do things this way because this is how we've always done them" sums up the problem.

Organizational inflexibility is not unique to state departments. Few organizations are as adaptable to changing requirements as they ought to be; state departments of education may be more resistant than most. One reason is that SDE's have not had the kinds of personnel who could redirect the focus of their departments to meet unmet needs. This is especially evidenced by the lack of planning and development divisions in most departments. But SDE's must meet a variety of new challenges if they are to be viable organizations. To the extent that new challenges are ignored, organizational constraints can be harmful. With greater involvement of the federal government and of private interests in education, state departments may become less relevant unless their resources are geared toward solutions to education's most pressing problems.

## Chapter

## 3

## Selected Characteristics of State Departments of Education

*Gerald E. Sroufe\**

This chapter describes some of the characteristics of state departments of education (SDE's) which seem especially important in developing an understanding of the means by which they might be strengthened. It may not usefully be viewed as a comprehensive description of SDE's: we exercised selectivity originally in gathering the data and again in organizing them.

We have sought to develop the chapter from the perspective of a person generalizing about certain aspects of SDE's on the basis of what he knows of three of them. Descriptive material presented in the chapter derives from data initially gathered in development of case reports for each of three SDE's, one small department, one medium department, and one large department. The case reports, which are more comprehensive and give greater attention to unique aspects of the individual departments than does this chapter, should be examined in the Appendices.

There are two general areas of criticism to which this chapter may be subjected. First, it may seem entirely inappropriate to even intimate that we are describing SDE's when we have studied only three of them (i.e., might we not be generalizing about mammals from examination of three whales?) We appreciate the great diversity among SDE's. Representatives of the 13 departments attending our conference, "Strengthening State Departments of Education," made it clear that not all departments were alike. However, we also believe that there are many important similarities among SDE's and that our presentations tend to be on target. Though our description fits no department exactly, we believe it to be a reasonable representation of state departments of education.

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\*Mr. Sroufe is a member of the Washington Internships in Education serving with the Equal Educational Opportunities Program in the U. S. Office of Education.

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A second area of criticism is likely to be directed toward the characteristics selected for presentation. As we sought information relevant for suggesting ways to strengthen SDE's, we necessarily have been more sensitive to their present weaknesses than to their strengths. We might have developed this chapter under such rubrics as "Honesty," "Hard Work," and "Sacrifice." The resulting description would have been at least equally valid—SDE's are well characterized by these terms—but not as useful for our purposes.

Using the categorical scheme introduced in the preceding chapter, we shall proceed from a few comments about the operational activities of SDE's to consideration of regulatory, service, and developmental activities. Finally, we will consider activities related to public support and cooperation. Personnel policies and recruitment have been considered an aspect of developmental activities and are presented under that heading.

### Operational Activities

Each of the SDE's we examined had responsibility for direct operation-staffing, program development and implementation, record-keeping—of schools such as those for the physically or mentally handicapped. In addition, two of the departments we studied were also responsible for the operation of the state surplus property program. Representatives participating in our conference could not recall any departments which did not have responsibilities of an operational character.

We did not collect appropriate data for determining whether any negative consequences resulted from SDE's having operational responsibilities. Consequently, the suggestion made in Chapter 2 that academic disdain toward operational activities results from conceptual rather than empirical bases is yet valid. We would expect that such responsibilities would make flexible administration more difficult, would be more demanding upon the chief state school officer (CSSO), and would render a sense of departmental mission less readily attainable, but we have no evidence that this is the case. We spoke at some length with CSSO's and their assistants but none voiced any concern over this "problem." Although we asked general questions about difficulties in administering the departments, none of the responses identified problems created by the necessity of fulfilling operational responsibilities.

It may be that CSSO's have devised ways of delegating operational responsibilities so that they provide a minimum burden upon the department. What is clear is that information pertaining to this question

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is sorely wanting. Two research approaches which might be useful in securing appropriate information are 1) examination of how a CSSO allocates his time among the various activity categories, including operational activities, and 2) examination of the budgetary process with special attention to the question of how, and by whom, operational activities are represented.

### Regulatory Activities

As was indicated in the preceding chapter, regulation has been a principal activity of state departments of education. Although persons writing about departments in recent years have emphasized service activities, we found no evidence that regulatory activities had diminished.

How is compliance to minimum standards assured? In the departments we studied compliance is assured through what may be described as "bean-counting" procedures. We were impressed with the amount of paper work in process in each department that we visited. Much of this work is sufficiently routinized so that non-professional personnel handle it with dispatch. We found almost a one to one ratio of nonprofessional to professional personnel even when examining only the lowest positions in the hierarchy (e.g., consultants, assistant directors).

A central problem confronting SDE's in fulfilling regulatory activities appears to be that the criteria established to determine acceptable performance become too easily and too frequently as important as the actual performance. For a while we asked respondents to indicate what they were trying to accomplish in their particular job, expecting to receive objectives expressed in terms of school system, classroom, or pupil performance. We were disappointed to find that few respondents saw their role in this fashion; most responded in terms of the regulatory criteria which had been set up to monitor performance. The question was dropped when minor revisions were made in the questionnaire.

Regulation may be achieved through supervision as well as through examination of reports and credentials. Supervisory visits, although often required by law, do provide an opportunity to discuss the appropriateness of procedural regulations or minimum standards and to use methods other than sanctions to secure adequate performance. Each respondent with whom we discussed supervisory responsibilities indicated that even brief visits centered upon discussions with local officials, or else were accompanied by follow-up reports to which the official was asked to respond.

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State departments of education appear to be confronted with two problems in performance of regulatory responsibilities through supervision. The first is that there are many more schools and programs to be visited than there are supervisors to perform the task. One consequence, similar to what we find when we examine service activities, is that supervisory visits to any one system may be several years apart and hence lose some of their potential for influencing local school administrators to up-grade their programs. Even more troublesome is that many supervisors seek to "make the rounds" on a regular basis and may do so only if their supervisory visits are limited to little more than courtesy calls. It is the relative impossibility of the task that encourages supervisors to develop mental check-lists of major points to examine and report on, and prevents supervision from becoming the useful device it might be for the local school system and the SDE.

The second problem is one which is common to any regulatory agency, including the federal government—applying sanctions is always controversial, and withholding of funds injures those most needing assistance. We found that supervisors saw themselves essentially as low-pressure persuaders.

### Service Activities

The distinction we have made between regulatory activities and service activities is essentially one of origin. Service activities are typically provided at the request of the local system or teachers. Through service activities the SDE seeks to fill a need identified by the local educational agency rather than to insure compliance to a state or federal regulation.

This distinction corresponds with the conceptual understanding of role held by departmental personnel. Professional personnel in SDE's tend to make a distinction between regulation and service, always emphasizing the importance of the latter in their work. (At least one result of the insistence that departments should assume, or have assumed, a "leadership" role is the rhetorical emphasis on service activities, past, present, and future.)

As is to be expected, all service activities are not offered to the same degree. Legal and research services seem to be nominal activities, while subject matter consultants prove to be the SDE's staple. Legal activities were the part-time responsibility of only one person in the small department, a full-time responsibility of one person only in the medium-size department, and the responsibility of four persons in the large department. No one was responsible only for research (apart from

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gathering statistics) in the small department; there was one research position, unfilled, in the medium-sized department, and one full-time, filled research position in the large department.

We were interested to learn how consultants went about their work in providing service activities. The majority of persons so engaged view performance of their task as inexorably bound to the process of visiting the teachers in their respective schools. Fully 80 per cent of the consultants interviewed saw their principal task—and principal problem—to be getting to all the schools. Only a few of the consultants interviewed defined their role in terms of developing in-service programs or conferences, rather than dealing primarily with individual persons in their individual schools.

Several points should be emphasized with respect to service activities. One is that in the departments we studied services were offered on a "call basis." Providing services only to school systems which request them, although a procedure acknowledged in our own definition of service activities, fails to provide assistance to two groups of schools: 1) the poorer schools which perhaps do not appreciate their inadequacy; and 2) the very good schools which generally have their own coordinators and specialists and feel they have no need of any services which might be provided by the SDE. A second consideration is that consultants, in common with supervisory personnel, can never visit all the schools they wish to visit. Apart from having too little money, having too few professional personnel and too many schools to visit was the most prevalent problem stated by those we interviewed.

Another consideration is that service activities are only valuable if the state department personnel are well qualified and, correspondingly, well respected by the clientele. A thesis of Chapter 5 is that departments can increase the amount of influence available to them, but it must be acknowledged that well-qualified consultants are essential. Such persons are difficult to recruit and, partly because of the visibility they gain while consultants, are even more difficult to keep. One of the consultants we interviewed stated, citing examples within his experience, that consultants tended to stay in the department only about three years—the time required to see most school systems in the state—before they picked off a "plum."

Service activities of a large department appear more likely to be satisfactory than those of a small department. Economies of scale are no doubt involved here. For example, small departments tend to serve less heavily populated states and have few calls for legal assistance. Consequently as was illustrated above, legal assistance is

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not likely to be available from the department when needed. Moreover, only in the large department was professional legal counsel available within the department. Similarly, in smaller departments consultants and technical experts are likely to fulfill multiple roles and, presumably, to have less opportunity to develop expertise in any one of them. In the small department we studied, Adult Basic Education, Civil Defense Education, Private Vocational Schools, and Veterans Education were the responsibility of one person. In the large department these responsibilities were assigned to three persons.

A final consideration is that SDE's are limited in the number of services which they may provide. As priorities must be established both in determining whether or not to provide a particular service and in determining how well to support it, there is occasion to question the appropriateness of service activities. We have attempted to deal somewhat with this question in Chapter 7.

### Developmental Activities

Developmental activities, those activities designed to increase the effectiveness of the department in raising educational standards by focusing upon internal improvement of the department itself, are of utmost importance and are activities to which SDE's have typically given little attention. We have limited our discussion of developmental activities to planning and development, the staff concept, and recruitment and personnel policies. Planning and development are a major concern of Chapter 7 and will be only introduced here. Similarly Chapter 4 presents a fairly complete discussion of our efforts to examine career patterns and we will present only highlights here.

Few terms have recently entered the jargon of administration with such force as "planning and development." But planning and development has not yet arrived at state departments of education, if we are to judge by our three-state sample. Only in the large department was there even a position labeled planning, and an interview with the individual in this position revealed that his role was to coordinate federal programs, not to plan, develop, or evaluate.

The literature of public administration has long been concerned with the distinction between line and staff services and has often emphasized the need of providing executives with adequate staff assistance (e.g., the Hoover Commission Reports). The concept of staff support, however, seems not to have had much impact upon SDE's. In none of the states we studied was adequate or even reasonable provision made to give sufficient staff support to the CSSO.

Perhaps the reluctance to provide a competent staff results in

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part from the "great man" tradition of the chief state officer suggested in Chapter 2. In any event, CSSO's tend to be responsible for whatever planning is done and have the aid of only the assistant or deputy commissioner. The problem is not that these persons could not perform the kind of staff role necessitated in a planning and development operation, but that each has great responsibility for administering programs and divisions of his own. This problem is dealt with to some extent in each of the case reports presented in the Appendices, and, especially in the reports of the small and large state departments of education.

It was our feeling, after talking with upper level personnel in our sample as well as with conference representatives from other departments, that these are exceptionally busy persons, even harried. The work load is such that little opportunity for reflection is permitted, and even persons in the upper levels of the departments cannot be freed from their day-to-day responsibilities. It should be mentioned in passing that, to our interviewers, SDE's appeared to be veritable beehives of activity at all levels and in almost all divisions.

Although we wanted to develop descriptive materials about the professional personnel in SDE, we did not feel it appropriate for us to undertake an investigation of their intelligence, politics, religion, or personality traits, nor did we seek in any way to evaluate the competence of any person. Our concern was to determine what we could about how professional personnel were recruited, where they came from, under what policy they operated within the department, and what the consequences of these procedures seemed to be. We have devoted Chapter 5 to explication of our background and career data, and will present only some of the findings here.

One of the most interesting aspects of SDE's is that they do not recruit personnel so much as they select them. We found entrance into SDE's to be virtually by invitation only. Fully 77 per cent of our respondents were encouraged to apply for a vacant position by someone already in the department. Twenty-three per cent applied and were accepted without such personal invitation. Position openings are seldom made known even within the state and we discovered no evidence that departments sought personnel openings on a regional or a nationwide basis. In one of the states we were told that positions had been listed at one time, but that they received too many poor applications and so the practice was discontinued.

What are the consequences of selection of personnel through such procedures? One consequence is that persons manifesting characteristics strikingly appropriate to the departments' role in previous dec-

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ades continue to be recruited. In the three departments in which we conducted interviews the average (meaning most common) professional employee is from a rural town, has lived his life within the state in which he now works, has never lived in a city of over 100,000 population. He attended the state teachers college and received an advanced degree from the state university. He taught and/or was an administrator in a small school system within the state for about 9.4 years before he joined the department. Even persons entering the department since 1965 have an average of 8.8 years experience as teachers and/or administrators.

Homogeneity among the professional personnel is analyzed in greater detail in Chapter 4, but two other aspects should be mentioned here. In our 116 interviews in three SDE's we encountered only 35 persons who had attended nonpublic schools; we encountered two nonwhite personnel. We understand that some state departments of education do seek qualified candidates from other states, or even from fields other than education. Certainly, some state departments have made significant gains in employing nonwhite personnel.

It was our understanding that salaries were generally low and not competitive with alternative positions in urban or suburban school systems. Rather than attempting to compare salaries, we gained information about previous employment as a measure of the relative recruiting strength of the department. As suggested above, we found very few instances of personnel being sought from suburban or urban systems. For most of the personnel, the SDE's offered greater rewards than continuing in rural schools, but only 8 people from urban or suburban (SMA) schools were so attracted. This circumstance may mean that the salary problem, often compounded by civil service requirements, is insurmountable in recruiting candidates from wealthy districts or it may reflect the reluctance of SDE's to go outside traditional circles for personnel.

Personnel in SDE's are well schooled; at least 87 per cent of those joining departments prior to 1965 had MA degrees or better at the time of our interviews. We were concerned, however, that formal education seemed to cease upon entrance to the department. In two of the departments a total of only four respondents (5 per cent) had attempted to pursue formal education seriously after entering the SDE. In the third department personnel often enter at the bachelor's level and some pursue advanced degrees while employees of the department.

In none of these states was attention given to provision of a systematic program of staff improvement apart from pursuit of advanced de-

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grees. Sabbatical leaves are apparently rarely provided, none of our respondents had ever received one. (More exactly, we asked them to account for every year since joining the SDE, and none mentioned time off for a sabbatical.) Only two personnel exchanges with other SDE's were mentioned by our respondents; none of our respondents had been involved in such exchanges. Most SDE personnel are restricted to one trip out of the state per year and, consequently, have little opportunity to attend professional meetings or to study innovations outside the state. Title V funds were used in one state to provide for an in-service training session, but this proved to be little more than a "great-books" session. We find evidence of only two instances of personnel exchanges with the U. S. Office of Education under provisions of Title V. In brief, personnel policies appear unenlightened.

Perhaps other departments are giving greater attention to the continuing development of the professional personnel they now have. In many of the states proposals developed for Title V funding will provide a sabbatical program, in addition to other "self-renewal" programs. At the time of our study, however, SDE's seemed to treat the competence of their professional staff as a fixed quantity and provided only meager efforts to probe or develop the potential of their personnel.

### Public Support and Cooperation

We have limited our discussion of public support and cooperation activities to three areas: 1) relations with the federal government, 2) relations with the state legislatures, and 3) intrastate cooperation and articulation.

One of the most interesting aspects of SDE's to us was the degree to which federal legislation determines their program agenda. This is to say that the bulk of SDE activities are concerned with federally funded programs. We estimated that over 50 per cent of the personnel in the departments—not just those we interviewed—worked in federally mandated programs.

Two problems posed for the SDE in its relations with federal programs merit special acknowledgement. One problem is that federally funded programs appear frequently to be better supported than those funded by the state. Examples of different support levels were discovered with regard to travel policy and even to facilities, and are discussed further in the case reports presented in the Appendices.

A more important problem is that federal programs may indeed create imbalances within the state's educational program. Persons funded by the federal government such as vocational education con-

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sultants are not readily available for service in other program areas. Just as operational responsibilities would seem to limit the flexibility permitted the CSSO in effecting his program for meeting the priority needs of the state, federally funded programs seem to have the same result.

In the three departments we studied the CSSO assumed almost sole responsibility for dealing with the legislature. In one state the departmental personnel were prohibited from lobbying and this prohibition was conservatively interpreted. No concerted efforts were made to educate or to mobilize support from the state legislature in two of the sample states. In the third state the CSSO was popularly elected and was able to utilize his party affiliation to develop support for favorable departmental legislation.

The problems of the departments' relations with the state legislature are most critical and most sensitive. SDE's must rely on the state legislature for policy directives as well as funds, but no effective way of making its needs adequately known has yet been developed in our nonpartisan departments. In the one partisan department party affiliation and patronage provide the CSSO with immediate access to the legislative decision making process. While we certainly do not advocate a return to partisan SDE's, it must be acknowledged that the political purity which characterizes the other two states in our sample creates other problems.

We were interested to discover that in each of the SDE's in our sample there was a great deal of communication with other agencies of state government. Almost 25 per cent of our respondents indicated that they spoke in person or by telephone with representatives from other state agencies at least once per week; 70 per cent indicated they spoke with such persons at least once per month. As might be anticipated, the departments of health, welfare, and labor were those most frequently mentioned as agencies with whom SDE personnel conferred. In some instances special liaison positions had been created to facilitate articulation of programs. For example, in one state the division of vocational education was attempting to gear its program to the state's labor needs as identified by the department of labor.

As was stated at the outset, our objective in this chapter was limited to describing some of the characteristics of SDE's which seem especially important in developing an understanding of the means by which they might be strengthened. Although our biases are apparent throughout the chapter, it is essentially a description of selected aspects of the SDE activities. Chapter 7, however, is a normative discussion of what we think SDE's ought to be like with regard to many of these

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same aspects. The recommendations of Chapter 8 provide rather specific suggestions for moving SDE's from where they are, as suggested in the present chapter, to where they ought to be, as suggested in Chapter 7.

## Chapter

## 4

## Background and Career Patterns of State Department Personnel

*David J. Kirby and Thomas A. Tollman\**

It is not feasible to approach the question of strengthening state departments of education without considering some of the large and complex issues related to the professional personnel of state departments of education. Our case studies and questionnaires as well as our seminar and conference discussions have established the appropriateness of our concern with personnel policies. In retrospect, we wish that we had been able to do more in examining the aspect of personnel in finding a formula for improving state department of education.

What do we mean by career patterns? In the narrowest sense, the term, "career," can be defined as a predictable course through a bureaucracy, i.e., there are well-defined and sequential positions that one follows upon entering an organization. After entering, a person "produces" and moves up the organizational hierarchy. Entrance is at the bottom of the hierarchy and is based on formal and objective criteria; each man has an equal chance to reach the top. The well-known ideal-typical models of Max Weber and Karl Mannheim are probably the best examples of this type of bureaucratic organization.<sup>1</sup>

Although the models of Mannheim and Weber are theoretically fruitful, they tend to oversimplify by emphasizing the extreme and logical regularity of bureaucratic organization. Recruitment and career patterns may be usefully examined from the perspective of the bureaucratic model, but one must keep in mind the possible

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<sup>1</sup>Hans H. Gerth and C. Wright Mills, editors, *From Max Weber: Essays in Sociology* (New York: Oxford University Press, 1958), pp. 196-244; Karl Mannheim, *Freedom, Power, and Democratic Planning* (New York: Oxford University Press, 1950); and Max Weber, *The Theory of Social and Economic Organization* (New York: Free Press, 1964), pp. 324-341.

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irregularities which may be found in state departments of education. The highest positions in an organization do not always go to those who "work their way up." People may be brought in from outside the organization; others may be "frozen" in a position by virtue of the specialized training that enabled them to enter the organization in the first place (e.g., a computer programmer is unlikely to become a deputy superintendent). The formal and objective criteria (e.g., age and education) listed as qualifications for a position may actually be secondary to other informal qualifications (e.g., attended the "right" college.).

Our discussion here is based upon data gathered from interviews with professional staff members in the state departments of education (SDE's) of three states. As has been noted previously, our sample of 116 state department members were distributed as follows: 29 from the "small" state, 44 from the "medium" state, and 43 from the "large" state. State departments were classified as small, medium or large on the basis of the number of professional personnel they employed (using 1962 data). Those with 0-60 professional personnel were classified as small, those with 61-130 were classified as medium, and those with more than 130 were classified as large.<sup>2</sup>

A greater *percentage* of persons in the higher ranking positions than of persons in the lower positions were interviewed within each state, and consequently our distribution is skewed toward the top organizational levels. On the other hand, a greater *number* of persons in the lower positions were interviewed simply because more of them exist. In this sense our distribution is skewed toward the lower positions. If percentages seem to be significant, yet are passed over lightly, it is well to remember the limited size and the somewhat biased nature of the sample with which we are dealing.

The three main areas in which we have gathered data are "Characteristics of SDE Personnel," "Recruitment," and "Careers within the State Department." We made no effort to assess the competency of the total staff or of individuals. Because of the limitations of time and money, and because of the obvious complexity of the task, our analysis does not take into account several variables which could conceivably affect our results. Despite these shortcomings, we believe that the examination is useful to analyze the strengths and weaknesses of state departments of education. In this chapter we shall present only a description of the state departments as we

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<sup>2</sup> Robert F. Will, *State Education: Structure and Organization* (Washington: Office of Education, U. S. Department of Health, Education, and Welfare, 1964), p. 33.

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found them; recommendations for strengthening SDE's suggested by this examination of career patterns will be found in Chapter 8.

The data will be discussed for the most part in terms of two variables. The first variable is the size of the department (as defined above), and the second is the "hierarchical level" of the respondent, which is defined as follows:

1. Top Level—Chief State School Officer, his Deputy, and Assistant Superintendents.
2. Upper Middle Level—persons reporting to an Assistant or Deputy State School Officer.
3. Lower Middle Level—persons reporting to someone other than the Chief State School Officer, Assistant, or Deputy. These persons do have professional subordinates.
4. Lower Level—persons not reporting directly to the Chief State School Officer, and having no professional subordinates.

### Background Characteristics

Our sample was overwhelmingly male (94%), and we found no females in either of the top two hierarchical levels. In light of previous sociological research this finding is not particularly surprising, for the field of education is commonly conceived as two occupations—one for men and one for women. At the elementary level and to some extent at the secondary level education is a woman's work, while in higher education and in all levels of administration it is a man's occupation.<sup>3</sup>

Twenty-eight per cent of our sample was under 40 years of age, and 44 per cent was over 50 years of age. The top hierarchical level proved to be somewhat older (60 per cent more than 50 years old), and the bottom level somewhat younger (55 per cent less than 40 years) than the others. This is to be expected in a field where experience is generally thought to be a necessary qualification for admission and promotion, especially at the higher organizational levels.

An analysis of father's occupation shows that 37 per cent of the total sample came from white collar backgrounds, and 57 per cent came from blue collar and farm backgrounds.<sup>4</sup> As might be expected,

<sup>3</sup> Burton R. Clark, "Sociology of Education", in Robert E. L. Faris (ed.), *Handbook of Modern Sociology* (Chicago: Rand McNally and Company, 1964), pp. 753-757. See also *Estimates of School Statistics, 1965-1966*, Research Report 1965-R17, Research Division—NEA, December, 1965, pp. 12-14.

<sup>4</sup> The criteria we used in defining "social class" are WHITE COLLAR: Professional, technical, and kindred workers; Managers, officials, proprietors, except farm; Clerical and kindred workers; Sales workers. BLUE COLLAR: Craftsmen, foremen, and kindred workers; Operatives and kindred workers; Laborers, except farm and mine. FARM: Farmers and farm managers; Farm laborers and foremen. SERVICE: Private household workers; Other service workers.

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there were more people with farm backgrounds from our small and medium states, each of which in this case had predominantly agricultural economies. Finally, the lower levels of the hierarchy (3 & 4) tended to come from blue collar and farm backgrounds more often than from white collar backgrounds. Blue collar and farm backgrounds seemed to be heavily represented throughout these state departments of education. Since SDE positions are of a white collar nature, it seems probable that the state department is thought of as a means of upward mobility for many of those who are attracted to it. This, of course, has often been said of the field of education in general, so in this sense state departments could be viewed as mirroring the larger field.<sup>5</sup>

Our sample tended to be a geographically immobile group at least in a broad sense; only 8 per cent of the total sample had lived in two or more states other than the one in which they were currently residing. This tendency did not differ significantly by level in the hierarchy, but the larger the department, the greater the percentage of personnel who had never lived outside of their own state (49 per cent of those from the large department, 20 per cent of those from the medium department, and 14 per cent of those from the small department had lived exclusively within their respective states). This may reflect the fact that the large department serves the large state and that economic and educational opportunities are abundant and the desire and need to move are diminished.

Similarly, one-half of the total sample had never lived in a city other than their present one which had a population of more than 100,000. Since our small department was the only one in the sample located in a city larger than 100,000, the figures carry additional significance. A full 86 per cent of the sample had lived in no more than one city greater than 100,000. Differences between departments and hierarchical levels were negligible with regard to this characteristic.

Therefore, in terms of demographic data gathered from these three departments, we might say that our typical professional employee is a middle-aged male from a blue collar or farm background who has lived in smaller cities within his own or an adjacent state.

State department personnel are well schooled. Eighty-eight per cent of our sample had masters' degrees or better, with 62 per cent having done formal course work beyond their masters' degrees. There

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<sup>5</sup> Clark, *op. cit.*, p. 755

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is no great differentiation by state, and while all levels of the hierarchy had a preponderance of persons clustered around the "master's and above" level, everyone in the top level had at least an MA. Even if not specified, an advanced degree seems to be an implicit prerequisite for attaining these positions.

Our finding that the personnel of state departments tend to remain within their own state is true even of their college days. Nearly four out of five (79%) received their bachelor's degree at an "in-state" institution, and this finding was consistent across state and hierarchical level. The kind of institution predominantly attended was what we coded "a state university," which in fact usually meant a state teachers college. Sixty-two per cent of those remaining in-state for their higher education attended "a state university," and 54 per cent of the total sample did so. This was true even in our small state where the most prominent state university was located within view of the state department offices. Most of the remainder of the sample attended the main state university, and only 20 per cent of the total received their undergraduate degrees from private or church-related colleges, which are primarily liberal arts institutions.

The location of the institutions from which our respondents received their highest degrees again proved to be primarily "in-state" (68 per cent). There were no differences among states by state or hierarchical level. However, the kind of institution principally attended was "the main state university," which is not surprising. Many state teachers colleges do not have graduate programs, and if they do, most are not large enough to handle sizeable numbers of students.

For the most part, the previous job experience of our sample took place within the field of education; in fact, two-thirds had never held a position outside the educational enterprise. More than three-fourths of the respondents (78 per cent) had had some classroom teaching experience, this holding true by both level and state. In addition, about one-third of the total had served as superintendents, principals, or other type of public school administrators. Classified by hierarchical level, two-thirds of those respondents in the top level had previous experience as superintendents or as principals (66 per cent). This is substantially higher than for the other levels—about twice as high as the middle two levels, and about four times as high as the bottom level. Having been a principal or superintendent seems to be a requirement for admission to the higher levels of the state department; the experience one gains in these positions is evidently deemed necessary and invaluable. A partial

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explanation for the lack of administrative experience at the lower levels is the younger age of the respondents holding these positions.

In summarizing the data on formal education and job experience it is fairly safe to say that the vast majority of our respondents have had similar kinds of experiences, both in college and afterwards. The typical state department of education respondent is one who received his bachelor's degree from a state teachers college within his own state, and then obtained his master's degree from the main state university. Once out of college he first entered the public school system as a teacher. It is at this point that the first dispersion takes place, although this dispersion must be considered at least partially a function of age. Some went on to superintendencies and principalships before entering the state department, while others went directly into the state department from teaching positions. This division was probably not a conscious decision by the respondents, but rather each person took the opportunity to join the state department as it presented itself—it came at different times for different people.

#### Recruitment

The attainment of a given position in a bureaucracy is usually associated with one's "working his way up the ladder." The best replacements for a position are often thought to be among those people in the positions immediately beneath it; they are the most qualified in terms of experience and familiarity with the organization. However, we know that this is not always the case, nor are replacements always made according to this kind of logic. If they were, the only positions recruited from outside the organization would be those at the very bottom level.

In terms of positions held immediately prior to entry into the state department, those respondents now in the top three levels of our hierarchy were much more likely to have come from superintendencies than were those in the bottom level. This route was most prevalent in the top level where two-thirds of the respondents had been superintendents immediately prior to entry into the SDE, and became less prevalent as one went down the hierarchy. At the bottom level, only 12 per cent entered from superintendencies. This pattern may well reflect a "status judgment" of state departments on the part of educators. For example, it might be more prestigious to be a superintendent in a large district than a consultant in the state department of education. Therefore, few superintendents would be willing to enter at this level. On the other hand, it might be a jump in perceived status from elementary school teacher to SDE consultant.

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A person in the bottom level of our hierarchy was much more apt to have come directly from teaching or from having a minor administrative position. At all levels, previous experience in public education would seem to be a universally applied criterion for admission to state departments of education.

The large department in our sample was much more likely to have people coming directly from minor outside administrative positions than were the other two. We might attribute this to its need for more specialists and coordinators, and these tend to be recruited from lesser administrative posts.

We questioned our respondents as to whether they had been asked to join the department, or whether they had actively sought the position themselves. They overwhelmingly replied that they had been asked to join the state department (77 per cent). This is true for all states and all levels in the hierarchy except the lowest one. Here slightly more (about one-third) had sought their positions—we might interpret this to mean that these lower levels are not as important to the larger organization in terms of finding the "right man for the right job." In general, positions in these three departments are not widely advertised, if advertised at all. Rather, program directors usually recruit persons for positions within their program areas.

The age of our respondents at their entrance to the department again shows how experience is thought to be necessary for placement in the higher positions. Since experience requires time, we would expect those in the top positions to be older than those in the lower positions. We found that 80 per cent of the top level persons entered the department when they were 40 or older. On the other hand, 62 per cent of the incumbents of lower level positions had entered at age 39 or younger.

Examination of date of entry into the department reveals that 71 per cent of our sample had joined the state department since 1955. We attribute this large and recent increase partly to sample bias, but in greater measure to the large amount of federal legislation and federal activity affecting state departments since that time. The National Defense Education Act (1958), the Vocational Education Act (1963), and the Elementary and Secondary Education Act (1965) are probably the main causes of the rather recent influx of personnel. All of these acts provided funds and programs to be administered at the state level, and therefore required the hiring of many new consultants and specialists. In fact, more than three-fourths of those entering state departments since 1955 entered through the bottom two levels of the hierarchy.

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When we compare the present levels of the respondents with the levels at which they entered the state department (Table 1), we find that there has been no downward movement in the hierarchy. It seems that one either stays at the same level, moves up, or moves out. Our data, of course, do not show the latter cases, and future studies might wish to consider the nature of personnel leaving the department as well as the characteristics of those being recruited.

TABLE 1  
MOVEMENT OF RESPONDENTS FROM ENTRANCE LEVEL  
TO PRESENT LEVEL OF ORGANIZATION (N = 115)

Entrance Level	Number Entering	Percentage Now at Each Level of Organization			
		1	2	3	4
1	(7)	100	0	0	0
2	(6)	17	83	0	0
3	(23)	4	9	87	0
4	(79)	1	10	38	51

About nine-tenths (89 per cent) of the professional staff members in our sample entered at one of the two bottom levels—since the majority of the positions are at these levels, this phenomenon is not surprising. In addition, Table I indicates that most of the upward movement is only to the adjacent level—there are very few Horatio Alger cases. In fact, we see that most of the people entering the state department tend to remain at the levels at which they entered: those in the top positions entered at or near the top, and those in the lower positions entered at or near the bottom. This observation supports the hypothesis that people are likely to join the state department according to the perceived relative status between their previous and present jobs.

Summarizing, we see that recruitment into the state department is generally from within a small and relatively restricted set of candidates. State lines are seldom crossed to fill positions, and we suspect that more broadly defined geographical lines are rarely if ever crossed. Our average man is someone who has been sought by the department from one of the respective pools of talent comfortably available to it rather than being selected in competition with others interested in a broadly advertised position. He is usually a man in his

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middle 40's, and he may well have been sought to fill a position created by recent federal legislation.

### Career Patterns

Fifty-one per cent of our sample had held only one job within the state department of education, and 79 per cent had held at most two positions. Therefore, we again see that there is little mobility either upward or downward within the department. This observation could mean that one enters and moves up the ladder very fast and with very few steps; that one stays in the position at which he entered (i.e., he has done most of his moving before he reached the state department, and entrance to the department symbolizes the culmination of his aspirations); or that if one does not move up in the SDE he gets out. Although there was no difference by department on this characteristic, those in the top level positions tended to have held more different positions within the department than those at lower levels. This is not surprising, since these persons have been in the department longer and are older; the number of state department jobs held would certainly be a function of both of these characteristics.

Once in the department, a person does not leave and then return. If he leaves he stays out. Our sample showed that 93 per cent of the respondents now in the state departments had never left it after joining. Apparently, sharing, loaning, or exchanging professional personnel is not widely practiced in state departments of education, nor are leaves of absence during which an employee accepts other employment.

Although the formal educational level of our sample is quite high, not all of these people have pursued additional formal education while employed in the department. About one-half have had formal education since joining the department and one-half have not. ("formal education" is defined as any course, seminar, or workshop lasting more than two weeks and for which credit was given). In the medium and large departments, two-thirds had not had any additional formal education, while in the small department 86 per cent had taken one or more courses. This is not necessarily a function of the small size of the department—in this case the main state university is located a few blocks from the state department offices.

In examining the bottom hierarchical level of our state departments we see that about one-half of their personnel received some formal education after entering the department. Although the top level shows 80 per cent having received no additional education, our

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small sample size makes any generalizations in this area especially tenuous. A cross-classification of "education received since entering the department" with "present age" shows that the younger members do tend to have had more education while in the department. However, the difference is not very great, and we would surmise that the older members of the department had received a larger proportion of their education before entering the department.

The relatively recent entrance of many state department personnel is again emphasized when we point out that more than one-half (52%) of the sample had been in the department less than 4 years, and only a little under a third (29%) had been in more than 10 years. A part of this is due to our sample bias. Differences by state showed that in the small and medium states about 40 per cent of the personnel had been in the department more than ten years, and the same proportion had been in less than 4 years. On the other hand, two-thirds of the personnel of the large department had less than 4 years of state department experience, and only 20 per cent had more than 10 years. This fact is probably a function of two factors: the greater complexity of the large department (which requires a greater number of personnel at the lower levels), and the political nature of the department (i.e., personnel tend to change more readily with a change in the state administration).

When we examine the number of years spent in the department according to present position, we find that at the bottom levels there are fewer persons with more than 10 years of service, and many more with less than 4 years. Similarly, the top level also has many of its members with fewer than 4 years service. Evidently, the top members do not work their way through the hierarchy of the department, but are brought in from the "outside" to start at higher levels. As the reader will recall, this is exactly what we discovered when looking at entry and present positions under "Recruitment." By examining present position we find that at all levels, at least 60 per cent of the personnel have less than 4 years in their present job. The top level tends to be somewhat unique in that its members have been in their positions less than 4 years (87 per cent) or more than 10 years (13 per cent); there is no middle ground. However, our sample of three states prevents us from saying anything conclusive about this point.

In terms of SDE employment, then, the typical respondent has been in the department and his present position either a short time (less than 4 years) or a long time (more than 10 years). This could mean that the departments are experiencing a period of expansion

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or that many people do not see the state department as a career. We suspect that both interpretations apply. Our data do not permit us to project the career patterns of persons who have recently entered the departments. Efforts to contrast the characteristics of those who elect to make the department a career against those who leave would seem to be a profitable undertaking. A comprehensive study of career decision points of SDE personnel would also be helpful in designing policies aimed at the successful recruitment and retention of top-flight persons.

### Conclusions

We have stated several times that our data do not permit broad generalization to all state departments of education; indeed, caution must be exercised in depicting career patterns within the three states we studied. Nevertheless, our examination of career patterns in these three departments has produced some interesting findings, some of which may have considerable relevance to the goal of strengthening SDE's.

The most obvious generalization which can be made in summarizing our analysis is that the professional personnel in each of the states we studied comprise extremely homogeneous groups. These state departments of education are largely composed of men who have lived their lives in the rural areas of the states they serve; who have gone to a state teachers college, and perhaps the state university; who had begun careers as professional educators, generally in rural schools, before entering the department; and who had been invited to join the department by another member of the SDE.

Clearly, this degree of homogeneity is not simply the result of chance. Explicit and implicit recruitment policies have produced this result. It is expedient for state departments of education and students of public administration to undertake further study to assess the consequences of the personnel policies and procedures now in effect and, if it is deemed necessary, to examine alternative approaches available for recruiting and promoting personnel.

Large private industries and the federal government have been increasingly concerned with questions related to personnel policy and procedures. Exhaustive studies treating morale, competency, status, career lines, reward structure and manpower sources are made on a continuing basis. We are aware of no similar concern or attention directed toward the personnel of state departments of education. Our study must be considered as little more than exploration of the personnel area, though it provides some interesting hypotheses

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regarding the background, recruitment, and career patterns of three contemporary state departments of education. We hope that others will take up this area of investigation, and we especially hope that state departments of education will scrutinize their personnel and their personnel policies.

State departments of education, like the federal government and other public bureaucracies, are in stiff competition for persons of unusual competency; like the other public agencies, state departments of education must overcome several well-known handicaps to successfully compete for such persons. Unless departments are willing to forego comfortable means of recruitment they will have increasing difficulty in competing for the persons they must have if they are to be effective partners in the government of education.

Chapter  
5State Power and Local  
Decision-Making In  
Education: A Case Study

David L. Colton\*

The advocates of "stronger" state departments of education appear to have two goals. One is to improve state departments' capacities to *formulate* wise policies. The second goal is to strengthen departmental capacities to *implement* state policies. Implementation is a matter of influencing local schoolmen so that their actions correspond to the expectations formulated in policies. This paper examines the process of policy implementation by a state department of education.

#### Design of the Study<sup>1</sup>

Existing literature on state departments of education consists mostly of prescriptive statements and descriptions of formal characteristics such as organizational structure, personnel policies, and legal responsibilities. Few studies examine the conditions which affect a state department's ability to bring about local compliance with state policies. In the absence of empirically-based knowledge about state department influence, programs such as Title V of the Elementary and Secondary Education Act of 1965 are inevitably affected by traditions, myths, personal biases, and untested assumptions. Title V funds are being used for a wide variety of projects, e.g., new consultants, data processing, publications, and regional offices; yet it is difficult to predict whether these projects will strengthen the state agencies vis-a-vis local schools. The following study was designed to generate some conceptual tools which bear upon the question "how does a state department of education induce local compliance with state policies?"

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<sup>1</sup>This report is based upon a dissertation in progress at the University of Chicago.

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An exploratory field study was conducted. The study focused upon a two-year program in which a state education agency attempted to transform twenty-seven schools into "demonstration centers." The program was selected for study because of the apparent effectiveness of the state's actions, the wide range of influence techniques employed by the state, the uniqueness of the program (which made it easier to distinguish local actions which were inevitable from those which were attributable to state actions), the accessibility of the program, and, not least, the willingness of state and local participants to cooperate in the study.

Several types of data were collected. Interviews were conducted with state and local personnel involved in the program. Correspondence, records, and other documents were examined. The investigator visited the demonstration centers and observed meetings involving state and local personnel. These activities yielded many reports and observations about local decisions which were influenced by state actions. The decisions were then analyzed in order to ascertain the state actions or characteristics influencing local decision-makers.

The following section presents an historical overview of the state program. Next is a section describing five types of state power; each type is briefly defined and then illustrated with anecdotal material collected in the field study.<sup>2</sup> Constraints on the use of state power are presented in the following section. The concluding paragraphs raise some questions about efforts to strengthen state departments of education.

### The Illinois Demonstration Centers

In 1963 the Illinois legislature enacted a five-part program known as the Illinois Plan for Program Development for Gifted Children. One part provided state funds to reimburse school districts for the excess costs of offering programs for the gifted. Another part provided funds for teacher training institutes. Graduate fellowships were established. Demonstration centers were authorized. Finally, funds were provided for an office and staff in the state department of education. The whole plan was to be guided by an appointed Advisory Council of schoolmen and professors. A two-year appropriation of \$7,200,000 included \$1,300,000 for the development of the proposed demonstration centers.<sup>3</sup>

<sup>2</sup> Where necessary, interview materials have been edited for grammatical purposes and to preserve anonymity.

<sup>3</sup> For a more detailed description of the total Illinois Plan, see the special issue of the *Illinois Journal of Education* (October, 1965).

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The demonstration center idea was suggested by studies in rural sociology which showed that farmers changed their ways not because of what they read, nor because of what they were told, but because of what they saw on farms not unlike their own. Brickell's study of educational change in New York state lent support to the agricultural model.<sup>4</sup>

The founders of the Illinois Plan reasoned that one way to initiate changes in programs for the gifted would be to create models of good practice, and to make these readily accessible to Illinois schoolmen. The models were to be located in all types of schools. Each demonstration center was to offer an exemplary program for the gifted, invite visitors to see the program, help visitors assess and observe the program, and assist visitors wishing to establish their own programs for the gifted. Centers were to provide released time for demonstration teachers so that they could work on program development and provide assistance to visitors. Each center was to have a full-time director who would organize visitations, work on local program improvement, and provide services to other schools. Every demonstration center was to evaluate its program and make the evaluation data available to visitors.

The state department of education, charged with the responsibility for implementing the demonstration project, was faced with some extraordinary problems. Except in the few cases where exemplary programs already existed, it had to intervene in local programs in order to establish models of good practice. Demonstration teachers had to be persuaded to accept visitors two and three times per week throughout the year and to help visitors to understand and evaluate the model programs. A new type of administrative role with responsibilities to the state, to outside schools, and to local demonstration classes had to be sold to local schoolmen. Demonstration teachers had to be carefully selected. All of this had to be accomplished in a context of locally controlled schools which were not accustomed to state interference in curricular matters, nor to visitors, nor to ill-defined administrative roles, nor to systematic program evaluation, nor to program and personnel differentiations within the district.

The state department initially had a number of resources which could be applied to the problem of inducing local compliance with the demonstration idea. State funds were available. The law creating

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<sup>4</sup> Henry M. Brickell, *Organizing New York State for Educational Change* (Albany: New York State Department of Education, 1961).

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the demonstration centers gave the state department virtually complete freedom in determining how the demonstration project was to be implemented. The Advisory Council was composed of imaginative and dedicated men. The first director of the state program was an unusually resourceful person who was temporarily borrowed by the state department from his university position. The state coordinator of the demonstration centers, also a university person, was imaginative, totally committed to the demonstration idea, skilled in techniques of counseling and in group dynamics, and capable of arousing personal loyalties from other people. A small group of consultants rounded out the state staff.

During 1963-64 and 1964-65 twenty-seven schools were designated as demonstration centers. The state used a variety of techniques to bring these schools into conformity with the state's policies for demonstration centers. Financial incentives and controls were used. The state staff visited schools and organized a variety of training programs for local personnel. There were periodic meetings of demonstration center personnel from throughout the state. Rules and regulations were developed and applied. Inspectors visited each center. Descriptive materials were distributed.

The results of all these activities were clearly visible by the end of the 1964-65 year. Twenty-one of the original twenty-seven centers had been successful enough to warrant two-year contract renewals. In most of these schools the programs for the gifted were different from the programs offered two years earlier. Each school had distributed publicity materials, and visitors from other schools were attending the centers at rates averaging from two to fifteen per week per center. Visits typically included an orientation period, observation of three or four classes, interviews with students and teachers of the demonstration classes, examination of teaching materials used in the classes, and a post-mortem period in which follow-up activities were planned. Demonstration teachers were generally receiving one extra period of released time per day, and many of them received salary bonuses. Each center had a full-time director who spent about one-third of his time on local program development in the demonstration classes, one-third working with visitors, and the remainder providing services to other schools throughout the state.

#### **The Bases of State Power and Influence**

How were these results brought about? The problem of this study was to identify the attributes and actions of the state education agency which affected local compliance with the state's policies in

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the demonstration centers. In the following paragraphs of this chapter the problem is cast in terms of "decision-making," "influence," and "power."

Although the demonstration project was conceived at the state level, it had to be executed by local schoolmen. The state's task can be viewed as that of inducing local schoolmen to make the decisions which the state felt were necessary to the successful implementation of the demonstration idea. Decisions may be viewed as outcomes of the knowledge and the feelings of the decision-maker. That is, decisions grow out of what the decision-maker knows, and out of his aspirations, drives, needs, values, attitudes, and other affective characteristics.<sup>5</sup>

In these terms, influence may be defined as a process whereby an outside agent alters the knowledge or feelings of a decision-maker. Thus, influence occurs when decisions are based on facts introduced by outside sources, or on feelings activated by outside sources. A state department of education influences local schoolmen when it alters the facts on which their decisions are based, and when it arouses or suppresses feelings of local decision-makers.

Power is defined as any resource which can be used to influence the decisions of others. The central theme of this study is that a state department's capacity for influencing local decision-making rests on the nature and utilization of power which is available to the agency. Social scientists and philosophers have developed several classifications of types of power. There is, for example, Weber's famous three-fold typology of tradition, law, and charisma.<sup>6</sup> Russell speaks of priestly power, kingly power, naked power, revolutionary power, and economic power.<sup>7</sup> An empirically tested model of power devised by French and Raven has been adopted in this study, for it provides a framework which is directly applicable to the reports and observations collected in the field study.<sup>8</sup>

The French-Raven model describes five *bases of power*: reward

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<sup>5</sup> This concept of decision-making is based upon the early work of Herbert Simon. See Herbert Simon, *Administrative Behavior* (Glencoe: The Free Press, 1945) chapters 1-3.

<sup>6</sup> For a discussion of Weber's typology, see Reinhard Bendix, *Max Weber: An Intellectual Portrait* (Garden City: Doubleday and Company, Inc., 1960), chapters 9-13.

<sup>7</sup> Bertrand Russell, *Power: A New Analysis* (London: George Allen & Unwin Ltd., 1963 printing).

<sup>8</sup> John R. P. French, Jr. and Bertram Raven, "The Bases of Social Power," Dorwin Cartwright, ed., *Studies in Social Power* (Ann Arbor, Michigan: Institute for Social Research, 1959).

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power, coercive power, legitimate power, referent power, and expert power. Each type of power can be described in terms of its psychological effects on others, and in terms of the resources which elicit these effects. Using the French-Raven model, the following sections identify the sources of power utilized by the state department of education in effectuating the demonstration program.

##### **Reward Power**

Reward power rests on control of resources desired by others. When the state controls resources sought by local personnel, the state is in a position to use the resources in order to influence local decisions. Thus, when a local action is undertaken in order to obtain state money or praise or prestige, the action is influenced by reward power. During the development of the demonstration centers the state department of education made extensive use of their reward power.

The most obvious source of state reward power was money. The statute enacting the Illinois Plan provided funds for distribution to the schools serving as demonstration centers. The availability of funds quickly aroused the interest of local schoolmen, as indicated in these comments:

We applied for demonstration funds in order to obtain money for development.

My superintendent was interested because he saw some opportunities for financial advantage to the district.

The state attempted to distribute money in ways which would assure that it would be used to implement the state's demonstration policies, rather than for local purposes.

The state adopted a contractual method of allocating money. Schools which sought demonstration funds had to submit proposals based on state specifications which were spelled out in "demonstration center guidelines." Local writers recognized that their proposals had to be based on the guidelines if they wanted to receive state funds. One proposal-writer put it this way:

You know, either you follow the guidelines and you do what the guidelines say or your chances of getting the proposal through are rather slim. This is why I stayed within the guidelines while writing this thing, right down the line.

Apparently such sentiments were widely shared, for the proposals accepted by the state did conform in most respects to the expectations outlined in the guidelines. Most proposals promised to employ

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directors, to provide released time for teachers, to invite visitors, to allow visitors to observe classrooms, and so on.

Another source of reward power was the demonstration idea itself. Local personnel derived a substantial amount of satisfaction from participation in the demonstration project. Statements by demonstration directors and teachers indicate the types of satisfaction they found in the project:

I like the freedom the job gives you. I like its being basically unstructured.

I got interested in this program because I thought it would be fun to work with gifted students, because the public relations aspect appealed to me, and because I felt that this was an area of many opportunities in which little was being done.

Praise was another source of reward power. One local director noted that the state coordinator "rarely lavishes praise, yet the directors desperately seek words of praise from him." Another reported that:

I've never heard anybody from the state say that "We think you're one of our best centers," or "We think you're a model director." They've never said that at all. But I guess I've kind of felt that they approved of me.

The local quest for money and prestige and satisfaction, and the state's ability to satisfy this quest, provided one set of conditions for state influence. Reward power attracted schools into the program. It led them to commit themselves (via proposals) to specific courses of action sought by the state. Rewards were also used to reinforce compliant behavior. Perhaps the most important outcome of reward power, however, was that it brought schools into situations where other types of power could be brought into play.

### **Coercive Power**

Local compliance with state policies was sometimes motivated by local anxiety that the state could withdraw or withhold certain benefits. Such anxiety signifies coercive power. In the development of the demonstration centers the state's coercive power stemmed not from the traditional sources—threat of fines, imprisonment, ostracism, and violence—but from financial relationships and from personal interactions.

One opportunity for the exercise of coercive power occurred during the process of working out demonstration center contracts between the state and the local schools. When it acted upon demon-

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stration proposals, the Advisory Council frequently gave a "Conditional Acceptance" rating, indicating that the proposal would be acceptable to the state provided that certain alterations were made. That is, the entire contract was tied to changes in a few specific items. This strategy was successfully used with two schools which were reluctant to employ full-time demonstration directors. Another school agreed to the notion that the director should render consultant services to other schools only when the contract for the center was made contingent upon such agreement. Two schools which submitted proposals substantially in excess of the \$30,000 limit established in 1965 reduced their budget requests when informed that the alternative was non-renewal. One of these schools reported that it was told which programs to drop from its proposal, and which to retain, if it wanted to continue as a center. Another school claimed it was told that retention of a particular program in the proposal would lead to rejection of the entire proposal; the program was dropped.

A second opportunity for coercion was presented by the need to renew demonstration contracts for the schools which wished to continue as centers in the 1965-67 biennium. (All schools but one submitted proposals for renewal of demonstration contracts.) Prior to the time for renewal, the state attempted to create the feeling that renewal would be contingent upon successful execution of the 1963-65 demonstration contracts. The guidelines for 1965-67 proposals required existing centers "to show the effort so far made in reaching the objectives of the demonstration center, as established for the current biennium under its existing contract." Specific evidence was requested on such items as employment of a full-time director, in-service training, evaluation efforts, and the numbers and types of visitors obtained. These requirements created much anxiety among the directors. One reported that:

We felt very threatened. Because of our locale we weren't getting many visitors. We kept hearing of the hundreds in other centers, and we feared we weren't getting the chance to change as many people as the other centers. We wondered if therefore we might be frowned upon.

This same director developed an unusually aggressive program for soliciting visitors. Another director, reporting similar anxieties about the number of visitors, said that:

I was running scared toward the end of the year when we had to submit a report in terms of the number of visitors we had . . . I was running scared because I was hearing reports from other centers that so many visitors were flooding in, and I was a little worried for the second biennium because of the fact that we might be evaluated on the number of visitors.

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Both directors' statements indicate that their anxiety was based in part on competitive feeling among the centers. The state fostered such feeling by encouraging the directors to share their experiences, and then by informing them that not all centers would be renewed for the 1965-67 period.

Another opportunity for coercion resulted from the state's practice of withholding 50 percent of the contractual money until *after* the contractual period, rather than paying the full amount at the time the contracts were negotiated. The intent, of course, was to ensure contractual performance. Some schools responded by being very careful that all expenditures were "reimbursable"; these schools paid careful attention to budget guidelines, and frequently sought the advice of state personnel about the legitimacy of particular expenditures. A large volume of the correspondence between the state staff and certain centers concerned the problem of reimbursement.

A fourth type of coercion, rarely used, was criticism of schools or individuals. Usually the state consultants refrained from giving either praise or criticism, as indicated in the following description of their activities:

When the consultants came, we talked, and there were questions back and forth, like "how can we do this better?" or "What if we tried this?" It was neither approval nor disapproval; it was "there's what you're doing, what would you think of doing it this other way?"

However, on some occasions criticism was quite explicit. One director reported that she revised her visitation procedures after the state coordinator "attacked" her for being too solicitous with visitors. Another director, convinced that the coordinator disapproved of her, went to great lengths to devise projects that would gain his respect and support.

In general the state seems to have made sparing but effective use of its sources of coercive power. After local schools gained a stake in the demonstration project, the state induced compliance with state policies by arousing anxiety about continuation in the program, and by delaying locally expected rewards. Occasionally, simple criticism was an effective coercive device.

### Legitimate Power

Statements by state officials and local schoolmen occasionally referred to each other's *rights and obligations* within the demonstration project. Local personnel indicated that they felt obligated to comply with some state directives simply because the directives came from the state, rather than because of the content of the di-

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rectives, or because of a calculation of the benefits of compliance or the costs of non-compliance. The state had the right to command; local personnel had the duty to comply. This sense of local duty, or deference, or obligation, reflects legitimate power. It rests on feelings of "oughtness" which stem from social norms, attitudes and values learned during the process of political socialization. During the development of the demonstration centers the state made limited but discernible use of its legitimate power.

Law provided one vehicle for legitimate power. The demonstration center guidelines were prefaced by a review of the statutory basis of the Illinois Plan and the Advisory Council; the Council's lawful right to evaluate and to accept or reject proposals was clearly specified. The Council's exercise of that right appears to have been widely accepted.

The law which created the demonstration project was vague; it said nothing about the nature of a demonstration center. However, the law was extended by the contractual agreements signed by the state and local officials. These contracts were influential in and of themselves, quite aside from their relationship to reward power and coercive power. One director put it this way:

We have a responsibility to the state because we have an agreement with the state. They have been nice in not breathing down our throats; we haven't had that kind of relationship with them. Things like teacher selection are left up to us. And of course, this is of interest to the board of education, which wants to know exactly what the control is going to be. The board had been reassured by the state, and we have lived up to our agreement.

Another source of legitimate power was the use of titles and other symbols of office. The director of the state program was automatically accorded a degree of deference, as shown in the following statement:

My superintendent saw W\_\_\_\_\_ as the state leader of the program. That was his role; it deserved respect. And that's the way we dealt with him—as the leader of the state program.

In the second year of the program the chief consultant's title was changed from that of University Consultant to that of State Coordinator in order, as he said, "to put some of the directors more at ease . . . (Some centers) needed to know that I was officially responsible for the program." Accompanying the shift in title was a shift from university stationery to state stationery—a shift that was quite important in the eyes of some local officials. Apparently the symbols of state office carried more weight in some schools than the symbols of academia.

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In general, legitimate power operated rather quietly in the Illinois Plan. The scarcity of evidence of legitimate power may be attributed to several factors, including (a) the very limited statutory basis of the demonstration project, (b) staff preference for using other types of power, and (c) the general effectiveness of other types of power. Nevertheless legitimate power was important in securing local compliance with some rather fundamental state decisions, e.g. the decision to require proposals and contracts in order to participate in the demonstration project. Subsequently the contracts, which incorporated state policies, became influential factors in local decision-making.

**Referent Power**

Referent power is the capacity to arouse in another person feelings of *identification and involvement*. Such feelings blur the distinction between the person and the program or group or person with whom he identifies. The use of phrases such as "our program" or "our meeting" rather than "their program" or "their meeting" is one manifestation of referent power. Another is conscious or unconscious emulation of another person's behavior. Referent power and subsequent feelings of identification appear to have played a very substantial part in the development of the Illinois demonstration centers.

The primary source of the state's referent power was the charismatic personality of the state coordinator of the demonstration centers. A charismatic leader possesses extraordinary qualities such as dedication, genius, enthusiasm, insight, and selflessness; such qualities often lead to feelings of devotion or identification on the part of others. Descriptions of the coordinator by local schoolmen reflect the charismatic qualities of the man, and the impact of these qualities on the enthusiasm and commitment of personnel in the various local schools.

There's something about him that makes you want to work hard to please him. That's part of it. He has a deep sense of commitment to this idea; because of that you begin to feel one too, especially if you begin to identify with some of the things he's trying to do. It's not always obvious what he's trying to do, but once you've figured it out and found that it's some of the things that you're trying to do too—it's just that he operationalizes some of the things that you've only thought about. So it's partly personality. He's so deeply committed to it himself that you get involved in wanting to help him make that commitment pay off.

His own drive and dedication are obvious to everyone in the program. He's a guiding light to all the directors and other people in the program.

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This guy believes in what he is doing to the extent that he works hard; if he does maybe we can too.

A second source of referent power in the demonstration program was the group feeling that the state nurtured among the local demonstration personnel. Soon after the program began, it became apparent that demonstration personnel would need external sources of psychological support if they were to cope with the frustrations of a new and uncertain program. State personnel were unable to provide the necessary support through their visits to the centers; not only were the visits too infrequent, but they necessarily tended to focus on substantive problems rather than on the underlying problems of morale and emotion. A more effective source of referent power proved to be the periodic two-day meetings of demonstration center personnel. Meeting agendas were arranged to provide opportunities for demonstration personnel to interact informally with each other. A sense of identification quickly developed, as indicated in the following comments:

The directors' meetings gave me some information about the demonstration project and about programs for the gifted. But the greatest effect was to give a greater sense of security. Demonstration center people found that we weren't alone and that there were others with the same sniping to face. We didn't feel that we were so much out on a limb.

[The directors' meetings] were good because they gave us a chance to get together. I'd find out that I was having the same problems as somebody else, and we'd sit down and talk about what we did . . . Last year when we had all those problems here, I found myself wondering what some of the other directors would do if they were here.

The feelings of confidence and security which local demonstration personnel garnered from each other undoubtedly contributed to local willingness to sustain state policies in spite of criticisms from colleagues on the local scene.

A third source of referent power was the involvement of demonstration center personnel in policy-making. For example, a poll of the directors became the basis for the state's job description of the director's role. Directors participated in planning meetings of demonstration personnel. The guidelines for demonstration proposals for 1965-67 were referred to the directors for review and comment before they were adopted by the Advisory Council. When local personnel wrote to the state director asking for information or advice, the matter sometimes became the basis for policy-making by the Advisory Council or the state staff. On several occasions the state publicized models of good practice which had been developed in particular centers rather than at the state level. The effects of these activities

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did not show up clearly in the study. However, the interviews occasionally produced statements showing that local personnel perceived state policies as their own, as in the following case:

Sometimes it was like trying to walk a pretty thin tightwire trying to stay within the policies of the school and at the same time *trying to promote the policies that we had decided upon* at our various meetings at the state level. (italics added)

Charismatic leadership, group feeling, and participative decision-making appear to have been the major sources of the state's referent power. The general effect of referent power was to develop among local personnel a sense of identification with the state program. This involvement, in turn, led to a desire to see the program succeed, to acceptance of ideas which were seen as essential to the program, and to personal pride in the accomplishments of the program.

**Expert Power**

Expert power is the ability to provide information or know-how that another person will use to identify or clarify problems, to delineate courses of action, to evaluate known alternatives, and so forth. The state staff made extensive use of expert power in developing the demonstration centers. Local respondents repeatedly remarked upon the extent to which the ideas of state personnel pervaded the demonstration project.

The Illinois Plan provided funds for the employment of a small state staff which was to work primarily with the demonstration centers to develop (1) exemplary programs for the gifted, and (2) techniques for demonstrating these programs to other schools. Seven consultants were employed; most were on a part-time basis. Several were "on loan" from the University of Illinois. (After the first two years of the program, the state staff was increasingly drawn from the demonstration centers themselves.) The state staff devised three basic patterns for working with the demonstration centers.

In the first pattern the consultants periodically visited the demonstration centers; there they observed the demonstration classes, worked with demonstration teachers and directors, and reviewed procedures for helping visitors to understand the program being demonstrated. In addition the consultants conducted a number of in-service training programs for the demonstration teachers. As the following statements indicate, local personnel accepted many of the consultants' ideas.

I look forward to their visits because they always help me iron out problems.

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Bill helped us set up our identification procedures.

He told us of the Oak Leaf Project. It looked good as we adopted it.

Despite these generally positive views, it quickly became apparent that consultant visits to the demonstration centers could do little more than maintain local morale, identify serious problems, and resolve minor problems of the moment. There were too few consultants, too little time, and too many schools to provide the intensive assistance that was needed.

The consultants themselves recognized the problems and proposed to the Advisory Council that a portion of the Illinois Plan funds be used to support institutes especially oriented to demonstration teachers. Institutes in 1964 and 1965 were the second vehicle for employing expert power. The institutes were directed by the state consultants. Each institute provided opportunities for demonstration personnel to familiarize themselves with curriculum materials and teaching techniques, to examine their own teaching behavior, to practice being demonstration teachers, and to learn about a variety of aspects of the problems of education for gifted students. As the following statements suggest, the summer institutes had substantial impact on local decisions:

We started using the creativity tests after getting acquainted with them at the summer institute.

This year I feel more at ease leaving the school district and going out to make contacts with other people. I feel I'm more sophisticated about the gifted, whereas last year I wasn't so sure I knew what I was talking about.

We allow visitors to look at the kinds of tests kids are given, feeling that this is a pretty important area and that visitors should know what our teachers expect their kids to know. I think this developed from the experience that many of our teachers had at the institutes, where they had to bring test questions, look at them, and analyze the kinds of questions they were asking kids.

The series of two-day meetings for demonstration center directors provided a third vehicle by which the state mobilized its expert power. These meetings not only provided platforms for the state consultants; they also drew upon the accumulated know-how of the demonstration centers themselves. Local personnel claimed that they learned a great deal from these meetings:

The state meetings were helpful on the procedural aspects of running a demonstration. As nearly as I could, I followed the model of demonstration presented at the Allerton meeting.

As we attended some of the meetings it became evident that there was

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more to demonstration than simply showing visitors around the building. I think that the biggest impact came from the Allerton meeting where I role-played as a visitor. I began to think of a lot of questions that a visitor might ask.

The kind of thing that's been done with the directors—bringing them all together so that they can see what's going on in the other centers—has permitted them to talk intelligently about what constitutes a good program for the gifted.

### The Limits of Power

The state's power was by no means absolute. Each type of power was subject to various constraints which limited its effectiveness in influencing local decision-makers. Four types of constraints were apparent during the course of this study.

#### Stage of Development of the Program

Some types of state power became more effective and others became less effective as the state program developed. Coercive power, for example, became increasingly effective as local personnel grew accustomed to the financial, personal, and professional rewards of participation in the program; local dependence on the state led to heightened anxieties whenever the state gave indications that it might withdraw or withhold its approval of the local projects. Thus during the contract negotiations of 1965, when the schools were trying to remain in the program, the state could afford to be more coercive than it had been in 1963 when schools had relatively little to lose from state disapproval of a proposal.

In contrast to coercive power, it appears that expert power was most effective early in the program, when the state had a virtual monopoly of know-how about demonstration techniques; later local personnel were less willing to accept state ideas, and more eager to introduce their own. One director described the situation this way:

Early I accepted the state's superiority quite naturally, thinking that they knew more about it. It was their idea. They had a plan. They knew what they were doing, and they were going to show us how to do the things we said we wanted to do. They were trained; they had research . . . I think that they felt that we—the directors and the schools—didn't know very much about this, and that they would have to show us and give us leadership and direct us so that we can come up with a good program. Now we've gotten more sophisticated.

Legitimate power, like coercive power, became increasingly important, although for different reasons. As the program progressed the state began to formalize its policies in the form of rules and regula-

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tions. Thus the guidelines for the second biennium were much more detailed than the initial set of guidelines. Local personnel seemed to accept and sometimes even to welcome such formalization; this phenomenon was particularly evident in regard to matters of money management, for local personnel early requested a set of state guidelines for local decisions about the use of state funds.

### Appropriateness

The effectiveness of the types of state power was often related to the nature of the policy to be implemented. For example, in cases where policy implementation was relatively visible to the state, e.g., provision of released time for teachers, or use of certain teaching materials, financial reward power and coercive power were quite effective for the state could apply these forms of power in light of evidence about local performance. However, some important local actions did not lend themselves to state surveillance; here the state had to rely on the rewards growing from intrinsic satisfactions, upon habits of compliance with state power (legitimate power), and upon local involvement and identification with state policies (referent power.)

Expert power was sufficient to bring local compliance where local personnel had the desire but not the necessary know-how. On the other hand, expert power alone rarely brought compliance with state policies which were locally opposed. (However there were cases where local opposition was overcome largely on the basis of rational persuasion.)

The state's legitimate power seemed to operate only within narrowly prescribed channels; when the state went beyond these channels, local personnel protested, as indicated in the following report from a local participant in the program:

One of our demonstration teachers last year was having a hard time of it. We got some negative feedback from the kids and from visitors. At a directors' meeting the coordinator found out about this and he took it back to the Advisory Council. At the time of renewal of contracts they were about to cut off our demonstration because of this teacher. I got pretty burned up because I didn't think that they had any business evaluating local teachers. I thought this was the director's job. If I thought this teacher could be improved—and I did—it was my job to do it. So I took issue. I wrote a letter.

### Unsought Consequences

A third major constraint on the state's use of power was the nature of the unsought consequences which accompanied the ex-

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ercise of some types of power. Over-use of guidelines and regulations, for example, ran the risk of stifling local initiative and enthusiasm. The use of coercion very often aroused local hostility toward the state or its agents; this hostility interfered with the development of local feelings of identification with the state program. The use of contracts may have increased the scope of the state's legitimate power, but at the same time it reduced the state's freedom of action; in one case a school refused to comply with a state policy because compliance was not required by the original contract with the state. The state's efforts to develop group feeling among local personnel were not without danger; on at least one occasion the group feeling turned against state policy. The use of a charismatic leader also produced unsought consequences, for the personal qualities that attracted many individuals repelled others. For example, the state coordinator's preference for informal personal relations outraged the sense of propriety of some individuals. His energetic pursuit of ideas was engaging to some people, and denounced as "faddism" by others.

**Availability**

Perhaps the most obvious constraint on the power of the state department of education was the limited availability of the resources necessary to influence local decision-makers. For example, only limited funds were available for distribution to local schools. There was a scarcity of funds for the employment of state staff; restrictions on the number of state staff members reduced opportunities to apply resources such as praise, criticism, and expertise. Moreover, some people who were well qualified for positions with the state were simply not interested in the salaries offered, or else were reluctant to become a part of what they perceived as the political and the bureaucratic aspects of state employment. Legitimate power was dependent upon deep-seated social norms and institutional habits which affected attitudes toward law, rules and regulations, and state officials. For example, in one large school system state officials were welcomed where university consultants were not. In some schools the opposite was true. Some persons attempted to adhere to the smallest detail of state rules and regulations; others were content with minimal adherence.

**Summary and Discussion**

In this chapter strength has been viewed as the state department's capacity to bring about local compliance with state policies. The task of the study reported above was to identify and describe

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the sources of state department strength. A case study approach was employed, and the Illinois demonstration project was chosen as an example of effective state department action.

Policy implementation was conceived as state influence on decision-making by local school personnel. The potential for influence was defined as *power*. A typology of power developed by French and Raven proved to be readily adaptable to this study. The typology describes power in terms of its psychological effects on decision-makers. Table 1 summarizes the findings of this study. The first column identifies the five types of power. The third column gives illustrations of local decisions influenced by the state. The influence techniques used by the Illinois state department are summarized in the middle column.

State influence did not depend primarily on money, or law, or

TABLE 1  
POWER AND INFLUENCE  
OF A STATE DEPARTMENT OF EDUCATION

Type of Power	Illustrative Techniques of Utilization by State	Illustrative Local Acts Reflecting State Influence
Reward Power (arouses local desires)	Offers money in exchange for acceptable proposals Uses praise Emphasizes intrinsic task satisfactions	Submission of proposals which conform to guidelines Initiatives taken in order to secure praise
Coercive Power (arouses local anxiety)	Threatens non-renewal of contracts Makes entire contract contingent on a particular item Uses criticism Withholds funds until contracts are fulfilled	Efforts to fulfill contracts Compliance with guidelines Hostility toward state
Legitimate Power (arouses sense of obligation at local level)	Uses formal titles Cites legal authority Extends law through contracts	Acceptance of decisions by Advisory Council Acceptance of state inspectors Completion of required reports
Referent Power (creates identification or involvement among local personnel)	Employs charismatic state consultant Involves local personnel in policy-making Develops ties among local personnel	Pride in the success of the total program Emulation of behavior of state consultant Sense of group support
Expert Power (alters cognitive structure among local participants)	Confers with local personnel Encourages directors to learn from each other Provides formal training	Identification of problems Clarification of possible courses of action

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consultants, or personality. Influence depended on all of these sources and more. Policy implementation was a complex process in which the resources available to the state were orchestrated in ways designed to bring about particular local decisions. Four constraints on the state's influence were identified; they were the stage of development of the state program, the appropriateness of the power base to the end sought by the state, the nature of the unsought consequences of power, and the availability of power resources. Thus the effectiveness of state power was partially determined by the state's skill in applying its resources.

The Illinois demonstration project provides one instance of strong action by a state department of education. Further studies are needed in order to ascertain the generalizability of the concepts presented here. Whatever the fate of the concepts of reward power, coercive power, legitimate power, referent power, and expert power, this study has demonstrated that state departments of education can profitably be viewed in terms of their influence on local decision-makers.

The notions of power and influence suggest two major questions that should be of concern to the proponents of stronger state education agencies. First, what is the *availability* of resources for strengthening state action? State agencies have relatively easy access to some types of power, e.g. expert power and legitimate power, while access to other types of power is more restricted. For example, legislatures usually delegate little discretionary reward power to state officials; state funds are disbursed according to rigid statutory formulae. Similarly, there are legal, cultural, and professional constraints on coercive power. Charismatic leaders are difficult to attract. If, as seems apparent, the types of power complement each other, the scarcity of one type of power cannot be fully compensated by increasing the availability of others. Thus, proponents of stronger state departments must give attention to the attainment of those power bases which are hardest to acquire as well as the more accessible sources of power.

A second question concerns the *utilization* of available sources of power. Simple existence of a power source is no guarantee that it will be utilized effectively, or even used at all. Utilization of some sources of power requires imagination and persistence. A willingness to take risks is also required. For example, a charismatic leader can raise havoc with bureaucratic norms and conventions, yet such a leader can produce unique and indispensable effects on others. Beyond willingness to employ available power, there is a need for knowledge about the possibilities and limitations of various sources

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of power. In the Illinois Plan some state actions produced unsought, unexpected, and unwanted consequences. Further studies of power and influence may make it possible to better predict the consequences of state utilization of various power resources.

The case studies reported elsewhere in this monograph indicate that state departments today labor under legislative and cultural and organizational constraints which restrict departmental access to, and utilization of, sources of power. The view of power and influence presented here may make it easier to devise improved rationales and strategies for overcoming existing limitations on the strength of state departments of education, and for effectively utilizing new sources of strength.

Chapter  
6The Impact of Title V on  
State Departments of  
Education

*Kenneth E. Smith\**

The Commissioner shall carry out during the fiscal year ending June 30, 1966, and each of the four succeeding fiscal years, a program for making grants to stimulate and assist States in strengthening the leadership resources of their State educational agencies, and to assist those agencies in the establishment and improvement of programs to identify and meet the educational needs of States." (The Elementary and Secondary Education Act of 1965, Public Law 89-10, Title V, Sec. 501.)

Title V of the Elementary and Secondary Education Act of 1965 is unquestionably landmark legislation designed to help state departments of education (SDE's) strengthen themselves. Never before has the federal government provided resources to state departments of education on as unrestricted a basis. Consequently, the challenge has never been greater for state departments of education to determine meaningful ways to use Title V funds.

The purpose of this chapter is to examine how state departments of education initially have responded to the opportunity and the challenge presented by Title V. We will discuss Title V's impact on state departments of education with respect to three topics: 1) the financial and professional manpower resources available; 2) the matrix of activities carried on by state departments of education; and 3) staffing and professional personnel policies.

Data for this portion of our study of Title V and state departments of education is drawn from two sources: first, from questionnaires sent to all chief state school officers in 50 states and five territories, asking them to respond to a number of questions about their respective department's activities under Title V; and second, from a

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set of summaries, prepared by the U. S. Office of Education, detailing the USOE approved programs under Title V on a state by state basis. The questionnaires were mailed in June, 1966; the USOE summaries were effective as of July, 1966.

In analyzing the data, we used size of the SDE as a major variable. We determined the size of a state department of education in terms of the number of professional personnel employed in 1962 (the last date at which complete and comparable data were available to us).<sup>1</sup> There are, therefore, 25 small SDE's with 60 or fewer professional staff members (as of 1962), 18 medium SDE's with 61-130 professional personnel, and seven large SDE's with 131 or more professional staff members. We received questionnaire responses from 17 small, 14 medium, and seven large SDE's.

Size of SDE was picked as the major variable not because we felt it to be the *only* important variable, but rather because we felt it to be a most important one. We believed that the number of programs and kinds of programs initiated under Title V would be influenced by the relative size of the SDE. This chapter is primarily an exploratory study of the relationship between Title V and state departments of education. Consequently we hope that it will raise questions and lead to still further research into the relationship between federal legislation and the functioning of state departments of education. An investigation of the relationships of other variables to SDE functioning could be part of such research.

### Impact on Available Resources

How has Title V affected the quantity of resources available to state departments of education? That it has made possible both budget increases and increases in professional manpower is unquestionable. The amount of funds added to the budget of an SDE is, of course, related to the number of additional staff members that can be employed. However, an SDE with additional funds still is faced with a choice as to how to use these funds: for equipment, for additional staff members, for higher salaries for present staff members, or for

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<sup>1</sup> Those personnel "engaged in direct operation of a school, college, university, or intermediate administrative unit", and those "conducting programs that are not considered integral parts of the State system of education in all States, e.g. vocational rehabilitation programs, State museums, State libraries, State archives, and State library extension programs" were excluded in counting number of professional personnel employed. See Will, Robert F., *State Education: Structure and Organization*, Office of Education, U. S. Department of Health, Education and Welfare, 1964.

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hiring experts to consult on a part-time basis. There is, therefore, not necessarily a one-to-one relationship between additional funds and numbers of staff members hired.

Have SDE's of different sizes benefited equitably under Title V? In 1965-66, a total of over fourteen million dollars was provided to state departments of education. Our data show that large and medium SDE's received larger amounts of funds than have small SDE's. On the average, small SDE's received a grant of about \$174,000, medium SDE's a grant of about \$301,000, and large SDE's a grant of about \$608,000. This would seem to substantiate the claim, made by some respondents to our questionnaires, that small SDE's were short-changed by the allocation formula. However, if we look at the Title V grant to any given SDE as a percentage of its 1964-65 budget, the picture is different. Eleven small SDE's which reported their 1964-65 budget figures to us received, on the average, Title V grants amounting to 22 per cent of their 1964-65 budget. For eleven medium SDE's the corresponding figure is 16 per cent, and for five large SDE's it is 12 per cent. Title V, then, appears to have had greater relative impact on the budgets of small SDE's than of medium or large state departments of education.

Title V has made it possible for SDE's to create a substantial number of new professional staff positions. Table 1 summarizes evidence on this point.

TABLE 1  
NEW POSITIONS CREATED UNDER TITLE V

	Number of New Positions	Average Number/SDE	Percentage Increase over 1962
Small SDE's (N=18)	246	14	37
Medium SDE's (N=14)	207	15	17
Large SDE's (N= 7)	181	26	13
Total (N=39)	634	16	20

As we would expect, large SDE's have tended, on the average, to create larger numbers of new positions. The relative impact, once again, seems to be greater for small SDE's.

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SDE's have had some difficulty in filling the new positions created under Title V, judging from chief state school officers' responses to our questionnaire. Table 1 showed the number of new *positions* created; Table 2 shows the number of additional *persons* actually employed to fill new positions.

TABLE 2  
ADDITIONAL PROFESSIONAL STAFF EMPLOYED  
UNDER TITLE V AS OF JUNE 1966

	Total Number Employed	Average Number Employed/SDE	Per Cent Increase over 1962
Small SDE's (N=18)	118	7	18
Medium SDE's (N=14)	183	13	15
Large SDE's (N= 7)	86	12	6
Total (N=39)	387	10	12

As we see in Table 2, the increases in actual professional staff employed (arrived at by adding the number employed to the number of positions in 1962) have been lower than the increase in positions. We will explore more fully the reasons for the discrepancy between the number of positions created and the number actually filled when we discuss the impact of Title V on professional personnel policies later in this chapter.

What are the implications of these figures on the increase in manpower and funds available to SDE's as a result of the passage of Title V? One implication is that Title V has increased the amounts of these available resources significantly. The additional resources ought to make it possible for SDE's to do better what they are presently doing, and/or to do things they have not hitherto been able to do. A second implication is that, although in absolute terms it is evident that large SDE's get more funds and employ more personnel, Title V is enabling small and medium SDE's to increase the size of both their budgets and of their professional staffs to a striking degree. It is remarkable for a group of organizations to increase their budgets, on the average, by over 20 per cent in a single year, and to increase simultaneously the number of professional staff positions by 18 per cent as small SDE's have done as a result of Title V. It may be that

increases of this magnitude in one year cannot be appropriately absorbed into an organization.

The evidence just presented leads us into three further questions. First, what kinds of programs are being set up and what kinds of activities are being performed as SDE's utilize the additional resources now available? Second, why do there seem to be such problems in filling newly created positions? And third, from what sources are new staff members drawn? These questions will be dealt with later in this chapter.

### **Title V Programs: A Functional Analysis**

The primary data for the functional analysis of Title V programs consists of the USOE-prepared summaries of approved programs. We used the categories developed in Chapter 2 as follows: (1) operational; (2) regulatory; (3) service (based upon the SDE's expertise with activities directed toward local school systems); (4) developmental, which include activities directed toward the State educational system as a whole and/or the SDE itself; and (5) public support and information, which includes activities directed toward influencing and informing the public, other institutions, and the state legislature.

In classifying programs according to activities the attempt was made to classify each program within one of the five major categories, and if possible, within one subheading of a major category. It was clear in reading over the summaries of program proposals submitted by state departments of education that although a single activity was usually paramount, many programs tended to serve more than one activity. However, each program was classified into the one category which it seemed primarily to serve.<sup>2</sup>

All in all, some 437 separate programs, listed in USOE summaries, were classified. Table 3 shows how these programs are distributed in terms of the five major categories.

The vast majority of programs instituted under Title V serve either the functions of service to local districts, or development of the SDE and/or the total state system of education. The heavy emphasis on service functions is not surprising: this has been an important activity of SDE's for a number of years. The heavy emphasis on developmental programs is heartening to us, since we feel that

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<sup>2</sup>There is a notable exception to this. A number of service programs seemed to emphasize almost equally two or more of the subheadings: e.g. "publications" and "advising and consulting." These programs were classified in a separate category, as will be seen in Table 5.

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TABLE 3  
DISTRIBUTION OF TITLE V PROGRAMS  
BY ACTIVITY

	Number	Percentage
1. Operational	2	0.4
2. Regulatory	34	7.8
3. Service	181	41.4
4. Developmental	186	42.6
5. Public Support	34	7.8
Total	437	100.0

SDE's *must* devote increasing attention to this particular activity if they are to maintain their influence in the federal-state-local partnership. The evidence in Table 3 suggests that SDE's are, indeed, using Title V resources to strengthen their capabilities for research, evaluation, and long-range planning.

We suspected, initially, that SDE's of different sizes would differ in their utilization of Title V funds, since the size of an SDE might largely determine its most immediate needs in strengthening itself as well as its capabilities for utilizing Title V funds. The evidence presented in Table 4 indicates that differences do exist in how SDE's of different sizes have made use of Title V funds.

TABLE 4  
DISTRIBUTION OF TITLE V  
PROGRAMS FOR SMALL, MEDIUM, AND LARGE SDE's

Activity	Small (N=25) Number	Medium (N=18) Number	Large (N= 7) Number
1. Operational	0 ( 0%)	1 ( 1%)	1 ( 1%)
2. Regulatory	14 ( 10%)	16 ( 9%)	4 ( 3%)
3. Service	63 ( 43%)	77 ( 44%)	41 ( 36%)
4. Developmental	61 ( 41%)	68 ( 38%)	57 ( 50%)
5. Public Support	9 ( 6%)	14 ( 8%)	11 ( 10%)
Total	148 (100%)	176 (100%)	114 (100%)

There are several interesting points to be made concerning the data in Table 4. These have to do with (1) the relationship between SDE size and proportions of programs devoted to various functions;

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(2) the low proportion of programs devoted to public support and information; and (3) the proportion of programs devoted to (a) service and (b) development and planning.

Our feeling that SDE size would be a major variable in analyzing the effects of Title V on strengthening state departments of education is supported only moderately well by the data in Table 4. The clearest pattern of relationship between SDE size and distribution of programs, although weak, is in the area of public support. With respect to the other activities, the pattern is even less clear: there are differences in the utilization of the opportunity presented in Title V by large SDE's on the one hand, and by small and medium SDE's on the other. In terms of the proportion of programs devoted to regulation, to service, and to development, it seems that the small and medium SDE's have responded similarly, but somewhat differently from the way in which large SDE's have reacted. For instance, the proportion of programs devoted to the functions of service and of development is nearly identical for small and medium SDE's, but the proportion of programs devoted to these functions by large SDE's is somewhat larger. All this suggests that variables other than size must be involved in determining how an SDE makes use of Title V funds.

For SDE's of all sizes there is a rather small proportion of programs devoted to public support and information. This seems rather anomalous when viewed in the light of the general unhappiness of SDE personnel with the level of support that they receive from the state legislature. This was evident both in comments from CSSO's responding to our questionnaire, and in conversations with SDE staff members from several states. This suggests that SDE's, especially smaller ones, may not be doing all they might to develop greater public support and hopefully to secure larger appropriations from state legislatures. Large SDE's seem to have moved to meet this concern more vigorously than have smaller SDE's.

State departments of education of all sizes have allocated a high proportion of their Title V programs to implementing service and developmental activities. The large SDE's have emphasized developmental programs somewhat more than service programs, whereas for medium and small SDE's the reverse is true. This suggests that large SDE's may define "strengthening leadership resources" (Title V) somewhat differently than do medium or small SDE's. For large SDE's this seems to mean long-range planning, research, and evaluation, improving intradepartmental supporting services, and improving personnel procedures. For small and medium SDE's this phase seems

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to have been translated in terms of providing more consultation and more publications for local districts.

Why SDE's of different sizes would define "strengthening leadership resources" in different ways is hard to explain. It may be that smaller SDE's are highly conscious of the fact that there are subject areas in which they do not provide consultation and materials; thus, they are moving to meet a deficiency. This hypothesis is strongly supported by our case studies. Larger SDE's may feel that their service programs are adequate, and that other kinds of leadership activities are needed. An important implication of the difference in definition, in any case, would seem to be that small SDE's are more often using Title V funds to do more of some of the things they might have been expected to be doing already; whereas large SDE's are more often using Title V funds to make it possible for them to better assess the needs of education in their state, with the ultimate results, perhaps, of modifying their activities to better meet the needs. Although one should avoid making sweeping generalizations from our limited data, it does appear that smaller SDE's are using Title V primarily to meet deficiencies, and this procedure may prove dysfunctional in the long run. Simply providing minimal traditional services will move SDE's in the wrong direction.

In the following paragraphs we will look at the service and development activities, to see how programs are classified within the subheadings of these activities. This may provide further evidence as to the reactions of SDE's to the opportunity provided by Title V.

Programs classified under the service activities are shown in Table 5.

TABLE 5  
DISTRIBUTION OF SERVICE ACTIVITIES (PERCENTAGE)

	Small (N = 25)	Medium (N = 18)	Large (N = 7)
1. Advising and consulting	70	81	44
2. Publications	8	12	32
3. Dissemination of research	3	2	2
4. Combination of two or more of the above	19	5	22
Total Service Functions	100	100	100

That SDE size is only moderately useful as a variable is evident once again. There seems to be a clear pattern of relationship between

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SDE size and proportions of service programs devoted to publications. On the other hand, there is no particularly clear relationship between SDE size and advising and consulting, or dissemination of research. With respect to advising and consulting, however, there are some grounds for saying that small and medium SDE's have devoted extremely high proportions of their service programs to this activity, whereas this is not nearly so pronounced for large SDE's.

What are the implications of the evidence that small and medium SDE's have set up a very high proportion of programs focusing primarily on advising and consulting? In order to answer this question program summaries were examined more carefully to see what advising and consulting seemed to involve. In most cases this means the hiring of additional consultants, either in subject matter areas previously not covered, or in areas in which multiple consultants were deemed necessary. The apparently uncritical assumption that service can best be accomplished by providing consultants who visit schools and provide occasional inservice workshops is subject to question, a point we discuss in Chapter 8.

It is striking that only a very small proportion of service programs are primarily devoted to the dissemination of research. This holds true for SDE's of all sizes, although the relatively high percentage of programs of small and large SDE's which fall in the "combination" category indicates that for these SDE's there may be somewhat more emphasis on research dissemination than is immediately apparent in category 3. It is also true that some dissemination of research may be masked in categories 1 and 2: consultants and publications may be used to disseminate research findings, although there is no guarantee that they will do so. However, our evidence indicates that few SDE's of any size seem to be using Title V funds to explore this role and to take it upon themselves.

In summary, the heavy emphasis upon standard patterns of advising and consulting as a means of implementing the service function seems to indicate that SDE's (especially small and medium SDE's) may not be using Title V funds to explore other possible ways of serving schools. Perhaps SDE's should carry on such exploration more vigorously than they now seem to be doing.

Let us now turn to Table 6 to see the breakdown of programs classified under the developmental activity.

Two major points are apparent. First, it appears that the size of the state department of education is associated, in this case, with the proportion of developmental programs devoted to planning, research, and evaluation. There seems also to be a systematic and inverse re-

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TABLE 6  
DISTRIBUTION OF TITLE V DEVELOPMENTAL PROGRAMS  
(PERCENTAGE)

	Small N=25)	Medium (N=18)	Large (N= 7)
1. Planning, research evaluation	41	56	65
2. Inservice education of SDE staff	8	7	10
3. Recruiting and staffing procedures	7	9	6
4. Departmental services and intra-SDE coordination	44	28	19
Total	100	100	100

relationship between size and the proportion of programs devoted to development of intra-departmental coordination and supporting services such as professional library, data-processing equipment, and visual aids department. Second, there is a uniformly low proportion of developmental programs devoted to changing professional personnel policies: inservice education for staff, and recruiting and staffing procedures.

Inspection of Table 6 shows that small SDE's have set up, under Title V, about the same number of programs devoted to planning as to development of supporting services; medium SDE's have about twice as many developmental programs devoted to planning as to intradepartmental services; and large SDE's have over three times as many programs devoted to planning as to supporting services.

This pattern is a very interesting one because it suggests the possibility of the existence of a systematic pattern of development as SDE's increase in size. For example, the fact that nearly 45 per cent of developmental programs of small SDE's have to do with providing additional intradepartmental services and equipment indicates that there may be something like an "infrastructure" which is essential before planning, research, and evaluation can be carried on to any great extent. It also suggests that with a limited staff such activities may be difficult to mount. Perhaps medium and large SDE's have already passed the "takeoff" point, to borrow one of Walter Rostow's terms, and are able to focus more heavily on research and planning to determine the educational needs of their states. The larger SDE's may already have accrued the necessary equipment and services

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within the department to make possible large-scale, long-range planning. Perhaps too, since they are larger organizations the necessary adjustments in terms of intradepartmental coordination and communication have already been made. And if we recall that Title V has made it possible for small SDE's to increase the number of professional staff positions by almost 40 per cent over the number in 1962, then it seems likely that intradepartmental coordination may well have become a problem whereas it was not when small SDE's were even smaller.

All this raises some interesting questions. If there is actually a series of stages, then we might ask whether small SDE's will increasingly, in the years to come, focus on programs involving planning and evaluation? The proportion of programs devoted to recruiting, staffing, and in-service training of staff is quite low as shown in our data. Is it possible that in a few years the larger SDE's may turn from a focus on planning and research in Title V programs to a focus on staffing and recruitment? It would seem logical in that the kinds of people needed and the kinds of attractions necessary to get and hold such people probably are quite different from those needed in the past. And one final question might be: Are there really a series of stages at all? Can small SDE's somehow develop in a different order, or skip over some of the stages which are suggested by the data presented in Table 6? It would seem that further research into the development of SDE's over time is in order. Probably, too, the work which has been done on development of other kinds of organizations would provide clues to what we may expect in the way of the future development of state departments of education as organizations.

A second interesting feature of the data in Table 6 is that there is uniformly a low proportion of developmental programs devoted to personnel policies. In the light of what seems to be an increasing emphasis of SDE's on developmental functions, this is something we will need to look at more closely later in this chapter.

In summary, when we classify Title V programs in terms of major activities which they serve, we find that SDE's have overwhelmingly established programs devoted to the service and developmental functions. Differences related to size are not consistent, but we do find the larger SDE's establishing a higher proportion of developmental programs than is true of smaller SDE's and within the area of developmental programs we find larger SDE's mounting a higher percentage of planning and evaluation programs as opposed to the smaller SDE's higher percentage of programs providing for intradepartmental services, equipment, and coordination.

**72 Strengthening State Departments of Education****SDE Personnel Policies**

The question of whether Title V has had any impact on the personnel policies of state departments of education is an important one for at least two reasons. First, it is important because it seems clear that any changes in the distribution of efforts in terms of various functions will probably have to be accompanied by appropriate changes in personnel policies. If different functions are to be emphasized, there will be a need for personnel with different training and competencies, with, perhaps, different kinds of career aspirations, and recruited from different sources. Second, the question is an important one because of the frequency with which recruiting and staffing was mentioned by CSSO's as a major problem in implementing Title V programs. Seventeen of 28 items mentioned as hindrances to the implementation of Title V programs had to do with recruiting and staffing. Furthermore, the very fact that the 39 state departments of education which responded to our questionnaire were able to fill only about 60 per cent of over 600 positions created in connection with Title V programs suggests that this is a problem of some magnitude.

Respondents attributed problems pertaining to recruiting and staffing primarily to three causes: the timing of the Act, noncompetitive levels of compensation, and the general shortage of qualified personnel. Respondents correspondingly tended not to attribute recruiting problems to other important factors which may influence an individual's choice of positions: for example, opportunities for professional advancement and further education, travel, the possibilities for personal satisfaction, for making a definite impact, and for avoiding continued professional and personal frustration in carrying out one's functions.<sup>3</sup>

The data in Table 7 tells us something about the sources from which state departments of education have drawn personnel to fill positions created under Title V.

An extremely heavy emphasis upon two sources of personnel is evident in examining this data: SDE's are drawing over half their new personnel from local school districts, and another 22 per cent from within their own staffs. All other sources combined account for the remaining 22 per cent. This suggests that SDE's are reluctant to abandon their traditional staffing patterns, despite the demands of new programs. Earlier evidence showed that a fairly high proportion

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<sup>3</sup> Donald E. Super, *The Psychology of Careers*. (New York: Harper and Row, 1957).

TABLE 7  
SOURCES OF NEW PERSONNEL

Source	Number (Percentage) of People
1. Own SDE	86 (22%)
2. Local School Systems	218 (56%)
3. All other sources:	
other SDE's	8 ( 2%)
college graduates	30 ( 8%)
industry or business	18 ( 5%)
other departments of state	
government	6 ( 2%)
college teaching	13 ( 3%)
Not classified	8 ( 2%)

of Title V programs have to do with research, evaluation, and planning. These fields would seem to demand skills of SDE personnel which are not readily available either in SDE's themselves or in local districts.

This raises some questions. First, can these sources of personnel really supply people highly trained in research and evaluation skills? Or is it more likely that people from local districts or from within the SDE itself will be generalists, with skills which may be useful in serving some SDE functions, but which probably are not so useful in the area of research, evaluation, and planning? It seems clear, in any case, that although SDE personnel *feel* that Title V has affected their personnel policies (as evidenced in responses to our questionnaire), the policies with respect to where to look for personnel have not changed to any great degree. If SDE's are to solve the problems of recruiting and staffing, which they admit to be major ones, then it is certain that they will have to give attention to seeking new sources from which to draw professional staff.

A second question which these data raise has to do with the tendency of SDE respondents to feel that the problem will be solved by 1) paying higher salaries, 2) eliminating timing of the act as a difficulty and 3) getting someone to train qualified personnel in larger quantities. Is the problem really one which can be readily solved in some sort of external way? Such guidelines as the following need consideration. Are there sufficient opportunities for professional advancement and in-service education for SDE personnel? Can an individual realistically expect to make a career in the SDE, or will he first need to prove himself as a teacher and administrator in local school systems before he can hope to be employed, and then ultimately need to go

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into some other organization in order to advance in terms of salary, prestige, and influence? Is it realistic to draw personnel from administrative positions in local schools in order to fill many of the fundamentally different SDE positions opening up? Can salaries ever be high enough to do this? In short, we would suggest that SDE's will need to think about modifications in structure and operation which might help to ease the difficulties of recruiting. It seems likely that salaries will be somewhat less of a problem if other factors (such as opportunities for professional advancement) can be seen by prospective staff members as strong positive attractions.

Finally, the data suggest that SDE's may have to pay more attention to other sources of personnel. They now increasingly need highly trained specialists as well as administrative generalists. Particularly, industry and the college graduate and college teaching fields ought to be looked at closely to see whether they may provide numbers of qualified personnel who can function effectively in many SDE positions.

With respect to personnel policies, then, state departments of education may need to think seriously about a variety of ways to make themselves more attractive to potential staff members: there may need to be new approaches to carrying out functions such as advising and consulting; new sources of personnel tapped; and a variety of incentives other than higher salaries considered and developed. If these things are done SDE's might find themselves better able to attract and hold the kinds of qualified people they increasingly will need as they invest more heavily in developmental functions.

### Conclusion

Title V of the Elementary and Secondary Education Act of 1965 has had a major impact upon state departments of education. It has permitted substantial growth in the size of professional staffs; it has contributed greatly to the operating budgets of the smaller departments and significantly to the operating budgets of larger departments; and it has allowed the departments to undertake some entirely new programs, and to expand programs previously deemed insufficient. Furthermore, when we asked chief state school officers to assess the impact of Title V, they uniformly indicated that they wished there were more funds and that the administrative procedures could be streamlined so that Title V could have even greater impact.

In our analysis of the utility of Title V funds in strengthening state departments of education we have been somewhat more cautious in our appraisal. We have indicated previously our concern that the

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funds, especially in smaller state departments of education, were being used chiefly to provide more of the traditional services. Insufficient attention has been paid, we feel, to those activities included under the broad heading of research and development, and public information and support. Overmuch attention has been concentrated on activities such as consultation to local districts.

Further, we are now concerned that many departments seem intent upon providing new or extended services with the same personnel, or more of the same kind of personnel. Although chief state school officers indicated considerable difficulty in staffing positions, especially those reflecting new departmental directions, they provided virtually no evidence that they have been considering procedures which might develop new sources, new career programs, or new inducements to attract top educators with a variety of talents.

We share, to an extent, the satisfaction of the chief state school officers with the results of Title V. Surely, this legislation with its additional resources, has been welcome. Our concern, however, is that new resources not be invested unwittingly in the perpetuation and reification of the not always satisfactory programs, processes, and personnel policies which now characterize many state departments of education. Furthermore, after examining the evidence concerning the impact of Title V, we feel that our concern in this regard definitely is warranted.

Of course the picture is by no means entirely gloomy. Particular programs or activities developed through Title V funds are indeed exemplary. Projects such as "Designing Education for the Future", carried out cooperatively by eight states with Title V funds, offer great potential, and room for some optimism on our part. Analysis of changing conditions and of the appropriate role of state departments of education under changed conditions is, clearly, a course we feel necessary. We believe that, as this analysis is carried out, and as state departments of education become willing to effect changes, the states will become more effective partners in the governance of education.

In the chapter which follows, we present a model which illustrates the kinds of programs, processes, and personnel policies we would hope state departments of education would move towards. This model makes more explicit the standards by which we have examined state departments' use of Title V resources. As we contrast the use of Title V funds by state departments with the role we propose is appropriate for them, some of the causes of our concern should become more evident.

Chapter  
7The Emerging Role of State  
Departments of Education*Roald F. Campbell\***Gerald E. Sroufe*

State departments of education today are different from what they were twenty, ten, or even five years ago. We are not surprised that organizations change over time. Indeed, the literature on organizations emphasizes change to such an extent that the vocabulary of the life sciences has become indispensable to such treatments. Organizations are seen to grow, to rest, and to die. Organizations are observed to adapt to their environments. Examples of organizational changes to meet new environments are plentiful: the Ford Motor Company did stop making black cars only, Continental Can now makes not only cans but paper and plastic containers, and the Salvation Army uses even electric guitars.

Organizations are not uniformly successful in adapting to new situations. The Boy Scouts of America seem to have adapted well to the new suburban environment, but not very well to the new urban environment. The YMCA, on the other hand, has been successful in adapting to the urban environment—through provision of new services, such as adult education and detached workers—and does not seem to be doing so well in the suburbs.

Educational organizations change as do other organizations; they respond to technological and social changes by modifying their own behavior—by providing more, or fewer, or different, services. The present concern over the state of vocational education, the emergence of the junior college movement, and the current stress on pre-school education may be seen as but three examples of changes in the education system in response to new conditions.

State departments of education are organizations which have and must continue to react appropriately to new conditions if they are

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to be relevant to the educational enterprise. This is clearly not an easy task at a time when so many new conditions continue to emerge. It seems only fair to reply to the assertion that state departments of education are not prepared to respond to the present situation with the simple question, "Who is?" Certainly local school districts and universities are also having problems in meeting new demands.

### **New Conditions**

State departments of education are today faced with new conditions and these circumstances are providing the stimulus for the emergence of a new role. We are not certain what the new role of the state department of education will come to be, but we will suggest what we think it ought to be. Before turning to this projection we would like to identify some of the conditions in the larger society and in education which are pressing state departments of education to play a new role.

One of the most important conditions confronting state departments of education is found in the growing expectations held for education. Today education is seen as critical to the resolution of the political, economic, and social problems of our society. The civil rights movement, for instance, has identified provision of better education as a central concern, and much of the civil rights struggle has taken place in the educational arena.

The newspapers today consider education to be good copy, a sign that education is of interest to people generally. Most daily papers have one or more persons specializing in educational reporting. Editorials proclaiming the need for quality education and sophisticated articles on innovations, such as computer-assisted instruction, are commonplace in our newspapers and magazines.

Education has also become politically relevant. At all levels of government, education has become an issue to which public officials must be constantly sensitive. The increased role of the federal government is certainly a manifestation of these expectations, as is the increasing role of private industry in educational endeavors.

Great expectations for education come to rest on local, state, and federal educational agencies. Related to these expectations for more and better education is the demand for more rational decision making in education. Good education is recognized to be expensive, and the public has begun to demand that resources allocated to educative processes be utilized efficiently—that we obtain maximum educational value for each dollar expended. Traditional methods are being questioned and scholars are now making efforts to apply sophisticated

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cost-benefit analyses to education. Should more money be allocated to teachers' salaries, or to teaching machines? What will be the outcome of adding X number of dollars to program A as compared to program B? It is obvious that if we are going to perform this kind of analysis that we must have available much more information about students, about learning procedures, and about administrative arrangements than we can provide today. The demands for more rational decision making simply mean that we are going to have to start taking educational research seriously.

Another manifestation of the demand for rationalizing our decision making is the national assessment movement. This program may eventually result in assessment which will allow us to provide information about pupil achievement according to age, sex, socioeconomic class, type of community, and geographic location. This is the kind of information we must have if we are to allocate scarce resources efficiently, i.e., if we are to apply resources wisely in the attainment of our educational goals.

Impinging upon state departments of education is the increased activity of the federal government. One manifestation of the growing federal role is found in the appropriations made to the U. S. Office of Education, \$700,000,000 for fiscal 1962 and four billion dollars for fiscal 1967, almost a 600 per cent increase in five years. Even more important to our present consideration is the observation that, to a great extent, the federal government may be said to be determining the agenda of state departments of education. This is to say that the services provided by state departments today are in large measure a function of federal legislation passed in 1965, or 1963, or in 1958. We estimate that at least fifty per cent of the professional personnel in state departments are supported by federal funds and are carrying out programs initiated and made possible by federal legislation. Although the states did not seek these responsibilities they have, sometimes reluctantly, accepted them.

Federal influence over the agendas of state departments of education may be further illustrated through reference to Public Law 89-10. Title I stipulates that the education of the culturally deprived is a new educational priority and state departments are given a role in mediating between federal and local educational agencies. Title III, on the other hand, tends to establish a new federal-local partnership for the supplementary educational centers with state departments somewhat on the side line.

A by-product of the federal impact upon state departments of education is another example of the effort to promote greater ration-

ality. To receive federal funds a state must develop sophisticated program proposals and plans for the implementation and the evaluation of such programs. In making these demands, often seen as bureaucratic red-tape by state department personnel, the federal government is again influencing the agendas of state departments of education. State departments must employ individuals who can implement federal demands and the efforts of professional and non-professional personnel must be allocated to these new functions rather than to other functions.

The development of regional laboratories is another influence affecting the emerging role of state departments of education. For instance, each laboratory will carry out a research and development function for a wide geographic area, a function traditionally left to state departments of education, but one about which most departments have been able to do little. Each laboratory will also be charged with the dissemination of research findings, another responsibility previously thought to belong to state departments of education. The laboratories will deal extensively with the problems of urban education, an area in which the states have shown little interest, but one which has been within their domain. Taken together, the regional laboratories may cover the nation more efficiently, perhaps, than do the fifty state departments. With this new development, what are now the strategic functions of state departments?

An additional point to be made with regard to the regional laboratories is one which is actually a manifestation of a much larger problem. Regional laboratories will require skilled educational administrators and specialists and will pay them well. It may be that state departments will find themselves in even stiffer competition for qualified personnel. In all areas of education we are becoming increasingly aware that there are not enough high-level individuals to meet our demands. Universities are confronted with keen competition for competent personnel as are other educational institutions. Greater expectations have produced increased demands for quality educational programs and the availability of educational manpower has become an acute consideration in determining the programs an organization can successfully carry out. This condition is apt to be of great importance in shaping the emerging role of state departments of education.

The Education Commission of the States is another new and, as yet, unknown factor in our educational system. Begun in 1964, in the short span of two years it was fully organized with an ambitious program, an executive officer, and staff. Although there has not yet been time to assess even the goals of the Commission, there is some

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evidence that it will perform at least two important functions, one explicit and the other implicit. The explicit function is its goal to support research in areas of concern to the states so that educational policies based upon research findings might be developed. Here again, we have an illustration of the increased concern with rationality in educational decision making.

An implicit goal of the Commission is to provide a unified response to the increased role of the federal government in education. It seems fair to say that the Commission arose, at least in part, as a state-level response to this new educational situation. If this becomes a major role of the Commission there can be little doubt that it will have important consequences for state departments of education. Chief state school officers have been well represented in the development of the Commission, some thirty attended the Kansas City planning session, and they may be expected to have an important voice in the activities of the Commission. It may be that the Commission will become the vehicle through which state departments of education exercise more influence in the determination of federal policy.

The final condition which we wish to mention as posing a new role for state departments of education is that of urbanization-suburbanization. All are aware that we have evolved, largely since 1900, from a predominately rural to a predominately urban society including the tremendous growth of suburbs around the core cities. But too often we do not consider the implications of these changes upon local school systems. The great city school systems today are confronted with increasing school enrollments coupled with decreasing adult population and decreasing property values. City school systems must seek increased revenues in the competitive arenas of city councils and state legislatures. Again and again we find evidence that schools in the great cities have the most critical needs and the most limited resources.

In marked contrast, the suburban schools provide a different challenge for state departments of education. The typical suburban school procures well-qualified personnel and provides a high-quality educational program. Even though assessed valuation per school child is relatively low in those suburbs where wealth is found mainly in residential property, individual income and demand for education are high enough that with high tax rates quality schools are usually provided. State minimum standards, consultant services, and curriculum guides are of little relevance to these suburban school systems.

One can only wonder how state governmental agencies, and

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departments of education in particular, will respond to the urbanization-suburbanization phenomenon. Even though the urban movement has been with us for decades, most states still appear to ignore its impact upon society. Personnel in the state departments seem to be overwhelmingly rural in their backgrounds and those employed even during recent years continue to bring rural traditions to their positions. Further, the functions performed by state departments of education continue to be oriented toward the rural schools in past decades. Those programs that have been devised for urban or suburban schools appear to be recently contrived and tacked on. The major cities, at least in some states, appear to be foreign outposts insofar as the attitude of many of the professional personnel in state departments are concerned.

In brief, the social and educational conditions which we see as pressing for a new role on the part of state departments of education include greater expectations for education, demand for more rational decision making, the increased role of the federal government, the establishment of regional laboratories, the emergence of the Education Commission of the States, and the urbanization of our society. State departments must adapt to these conditions if they are to be relevant to the educational system.

### The Emerging Role

We are not certain what functions state departments of the next decade or so will perform or under what procedures they will operate; we do not know for sure what relationships will be evolved between the state departments of education and other agencies. We do have some suggestions as to the kind of role and role relationships we hope will emerge from the response of state departments to these new conditions.

At the outset it should be noted that many of the functions traditionally performed by state departments of education may now be carried out by other organizations. The research and dissemination function could be performed either by the Education Commission of the States or the Regional Laboratories; private accrediting agencies exist and could perform the accreditation function of state departments; federal programs, as is suggested through Title III of Public Law 89-10 could be administered independently of the state. We make these observations because they suggest that examining the most appropriate role for state departments of education is a reasonable activity. Since there are alternative ways of providing for many of these functions it becomes expedient for state departments to decide

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which functions they will seek to perform—it can no longer be assumed that other agencies cannot provide many of these services.

We shall now turn to the consideration of a normative model of the role state departments of education ought to fulfill in response to the conditions we enumerated above. We shall also try to give some attention to the procedural changes required to implement our normative model. By use of the term “normative model” we hope to indicate that we are trying to hold up an image of what we believe to be the appropriate role for state departments of education. Our model is not a scientific one; i.e., it is neither heuristic nor explanatory. We are dealing simply with what we think ought to be.

Figures 1 and 2 provide a frame of reference for the following discussion. Figure 1 represents the functions now performed by most state departments of education. A large proportion of their resources are allocated to the performance of what are generally called regulatory activities (e.g. administration of programs, distribution of funds, supervision, evaluation of programs) while a small proportion of the departments' resources are available for the leadership activities associated with provision of planning services and inter-agency cooperation. We hope state departments of education will

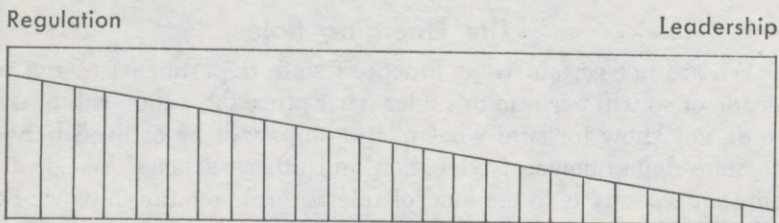


Figure 1. Traditional SDE Functions

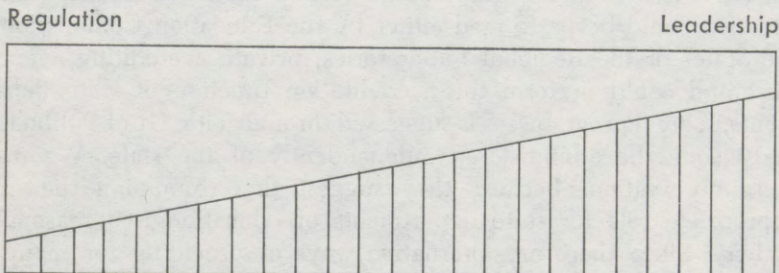


Figure 2. Recommended SDE Functions

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adopt policies which move them toward Figure 2. Note that although the total resources available to the departments are the same in both figures, their functional allocation differs markedly.

Although these figures suggest the direction in which we hope to see state departments develop, they do not deal with the substantive content necessary to indicate how a state department portrayed in Figure 2 is different than one portrayed in Figure 1. We hope the following explication of our normative model will provide this understanding.

Although numerous categorical schemes depicting the activities of state departments of education have been developed, none of them, including our own, are entirely satisfactory. The scheme developed in Chapter 2 is one which seems to present fewer difficulties in describing the role of state departments of education. These activities are organized under five rubrics: (1) operational activities, (2) regulatory activities, 3) service activities, 4) developmental activities, and 5) public support and cooperative activities. We use these rubrics to provide a framework for explicating our normative model.

### **Operational Activities**

Many departments of education are still required to operate directly special schools, such as those for the deaf, and special programs, such as vocational rehabilitation. In these cases, a major part of the resources of the state departments are allocated to operational activities with the consequence that many professional personnel are engaged in specific, on-going activities often bearing little relationship to the general improvement of education. State departments should seek to reduce their operational activities to whatever extent possible. For instance, schools for the deaf could be operated by independent boards, and vocational rehabilitation, which may have little in common with public education, could be administered through other state agencies, possibly those dealing with welfare or employment, rather than the department of education. Operational activities of state departments of education should be reduced in order to permit the department to utilize its total resources efficiently, and this cannot be accomplished if a major portion of the personnel is assigned "untouchable" status because of their work in autonomous agencies nominally within the department of education.

### **Regulatory Activities**

Regulation of the many facets of public education is a prominent

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activity of state departments of education. Departments evaluate teachers, buildings, buses, and curricula according to standards established either by the legislature or by the department itself. These activities are critical to the maintenance of public education systems and are not to be depreciated because they may become routine.

While we do not wish to see regulatory activities eliminated, we feel strongly that modification of regulatory goals and procedures is required if state departments are to meet today's challenges. Often regulatory activities tend to be administered in a pedestrian and inflexible fashion. The goal of regulation should not be just to insure that certain routines are followed. State departments must struggle against the many forces conducive to rigid standardization of procedures and emphasize instead desired outcomes. For instance, it may follow from such an approach that school visitation would take place once every five years instead of every year; that a team of specialists would conduct an intensive evaluation with local school personnel rather than the routine administration of a check-list.

The efforts of two of the states we visited to move from emphasis on teacher certification—chiefly through examination of transcripts—to teacher education provides an illustration of what we believe ought to be happening in other areas where state departments of education assume regulatory responsibilities. In these states plans are being made to use electronic data processing for routine verification of minimum certification requirements. Professional personnel will then be free to concentrate their efforts on improving teacher education programs in the colleges and universities preparing public school teachers. Such procedures would seem to foster the ends of regulation by the state while mitigating against giving disproportionate attention to an inflexible set of course requirements.

At best, the regulatory activities of state departments of education provide a set of minimum standards for all public school systems in the state. Such standards should guarantee equality of educational opportunity, at a minimum level, to all children in the state. To the extent that a state can move from evaluating only education process or means toward evaluating performance or ends it will be more compatible with our normative model. For example, it is more important that there be concern for the achievement of pupils than merely for the attendance of pupils. To seek to perform regulatory activity according to the criterion of performance provides a challenge to state departments of education, but is quite consonant with our previous discussion of increased educational expectations and the demand for increased rationality in educational decision-making.

A final point to be made with regard to regulation is that one must expect such activities to be unimportant to those schools which provide programs well above minimum requirements, and insufficient for those schools falling near or below the minimum standards. The state department should provide services, including state aid, which will enable substandard schools to conduct adequate educational programs. The state department should also offer services designed to strengthen the programs of schools operating above minimum standards. Clearly, leadership more than regulation will be required here, and we make some suggestions of this kind below.

### **Service Activities**

Service activities include advising, consulting, preparation of curriculum guides, and dissemination of statistical and other information possessed by the department. Chapter 2 has provided a perspective of state department development which indicates that departments have moved from purely regulatory activities to regulatory and service activities. Many of the positions created under Title V have been positions within the service activities category. What are the implications of conditions confronting state departments of education in the general area of service activities? Most notably, these conditions require that departments evaluate their procedures and resources and adopt more efficient strategies for meeting their service responsibilities.

Our study confirms the point that the overarching problem of state departments of education is the shortage of qualified personnel. It is past time to face realistically the question of whether departments will even be able to recruit and hold enough qualified personnel to carry out their visitation-oriented programs. We think that they will not and that new strategies will have to be adopted. It makes little sense for professional personnel to define their role primarily in terms of visitation to the schools, as did most of those we interviewed. There are simply too many schools, too many teachers, and too few qualified personnel. How effective can a two-hour visit once a year by a subject matter consultant be?

State departments of education could have more impact on the schools through programs developed around carefully selected and nurtured demonstration centers. Demonstration centers, developed with the help of resources provided by the state department, could be distributed in schools throughout the state. Visits of teachers to an elementary science demonstration center could, we believe, do more to foster improved science teaching than a bevy of science

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consultants each driving about the state making brief but infrequent visits to many science teachers.

Additionally, greater utilization of the demonstration center concept would facilitate the states' efforts to make a significant contribution to urban and suburban school systems. For example, educators often look to the more affluent suburban systems for innovative approaches and exemplary programs. By fostering development of such programs in these schools the state departments of education might gain two benefits: help "lighthouse" suburban districts to raise their own standards; and encourage development of exemplary programs in the most visible educational setting, thereby increasing the dissemination potential of such programs.

Of course, not all programs suitable for suburban schools would be useful in other educational settings. In addition to programs generally applicable to a broad range of educational settings, SDE's would be expected to seek to develop programs aimed at specific problems in rural or urban centers. For example, a few well-conceived and supported projects directed at achieving literacy among over-age students in an inter-city school might provide the kind of understanding needed to cope with this burgeoning problem, and would also provide an effective means of disseminating the results of the program. Along this same line, it might be valuable if exemplary centers for various subject areas could be established in the schools of rural areas.

Encouraging steps toward fostering in-service education for teachers are being taken, and such programs are quite compatible with the normative model. Here again, as with development of demonstration centers, the goal of the state department of education is not to staff itself just with subject-matter experts, but also with persons who can develop and carry out programs resulting in strengthened public schools.

Research and dissemination are service activities carried out in some fashion by most state departments of education. The normative model calls for the state to perform the role of a research-broker rather than that of a basic scientist. That is, the research role of the department should be to identify educational problems that can be treated through research, to determine what agency, public or private, can best handle the problem, and to see to it that the project is carried out and the results suitably disseminated. State departments can contract, for short periods of time, research talent that is unavailable to them on a yearly basis, and should take full advantage of this additional source of expertise.

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Many of the states in their Title V applications have made reference to the need for improved dissemination. The need does not appear to be so much for better methods of dissemination, however, as for a new approach to dissemination. Exciting ideas may be more effectively disseminated through in-service training or demonstration projects than through newsletters or curriculum reports. Moreover, rather than the mere distribution of materials, everything from complete curricular guides to last year's statistical reports, state departments should seek to disseminate ideas, innovations, and applicability studies. It will be a great disappointment if Title V funds expended on supplies, illustrations, editing, and even data processing, result in a greater quantity of more attractive materials, but with few new ideas. Our experience is that the printed materials of the typical state department are little used, and perhaps deservedly so. State departments of education do require modern facilities for publication, but it is necessary that they examine the relevance of materials distributed under their seal if they are to make a greater impact upon education.

Finally, a model state department must step out of the traditional mold and examine the services it offers. These services should have relevance to the needs of local school systems. Though a state science consultant may be of little use to a large city school system, demographers or urban sociologists oriented toward educational problems might offer great service to an urban system. And while large school systems generally have their own legal staffs, the state ought to provide meaningful legal assistance to smaller school systems requiring such assistance. Several states have established offices or programs for providing technical assistance, consultation, and support for school districts seeking to come to terms with the problem of racial isolation of pupils. Although the mandate and procedures of these offices vary greatly, their existence may be seen as examples of SDE services designed to assist local systems to respond successfully to new challenges by providing, directly or indirectly, expertise that is not available elsewhere. Mention of these advisory service areas may suffice to illustrate that state department personnel should be more specialized and more diversified to meet the challenges of today.

**Planning and Development Activities**

In discussing the preceding categories we have noted that modification of responsibilities and procedures are required for state departments to meet the challenges of new conditions in education. We now turn to categories having to do with the development of state

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departments and with their relationships with other governmental agencies. Here, we think the departments will have to accept new or greatly extended responsibilities and must be willing to modify their staffing policies in accord with these responsibilities.

Little evidence can be mustered to support a contention that developmental activities are now performed by state departments of education. Our experience has been that even when a position for planning and development is created and filled that on close examination little planning results. Nearly always state departments of education move from project to project with little design even though conditions confronting departments today require increased rationality in performance of their responsibilities. Resources ought be procured, developed, and allocated according to specific objectives and intentional procedures.

Planning and development is a much used phrase. We refer simply to the ongoing processes of 1) goal-setting, 2) establishing procedures, to attain the goals most efficiently, and 3) continued evaluation of the program in terms of the original goals and new situations. Clearly, the collection and inter-relation of data are critical to each phase of the planning and development process. This process may often lead to consideration of changes in staffing and to programs of in-service preparation of the staff.

Perhaps the clearest example of research and development is provided by the military. Here security requirements for a given number of years are established as objectives, weapons and manpower systems are planned and developed in accordance with these objectives, and the system is put into effect. All the while, of course, the adequacy of the objectives and the procedures are being evaluated and revised. Perhaps the most extreme example of planning and development is the now common-place one of building an airplane which will provide for security needs for a specific number of years at which time it will be replaced with a new weapons system and become obsolete.

We do not imply that planning for state departments can follow precisely the military model. However, planning and development activities are not unknown to state educational agencies. The Illinois Master Plan for Higher Education is one example in which a state indicated its educational objectives, gathered data necessary to develop procedures for implementing the objectives, and developed a complex plan involving the construction of different kinds of institutions, in different places, and at different times. Perhaps it should also be noted that the Master Plan in Illinois provides an example of

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the use of Task Forces to meet the planning responsibilities of the board.

State departments of education are inadequately staffed to perform planning activities. Most chief state school officers have little staff help that is not committed to the direction of on-going activities. Traditional programs go unevaluated, little attention is given to possible new programs, and the agenda of departments grow according to the pressures and opportunities of the moment. Persons who can serve as planning and development staff to chief state school officers, must be recruited and allowed to perform that function. Such persons must be skilled in new areas such as systems management rather than merely reflecting experience in school administration.

The many Title V proposals aimed at developing sabbatical leave programs for professional staff members are in accord with the normative model being suggested here. Reservations about the ability of state departments to recruit the kind of persons they need cause one to hope that they will make a concerted effort to recruit the ablest young persons they can find and then provide them with opportunities to develop necessary skills. At present, few state department staff members appear to follow any in-service program designed to improve competence needed in their work. In-service education should not be restricted to graduate work for an advanced degree, but should include developing new skills to meet the new demands in the department. For example, it may be desirable to develop in each state department one man who is an authority on teacher negotiations.

#### **Public Support and Cooperative Activities**

When state departments of education were first established, and perhaps until World War II, it was possible for a dynamic chief state school officer to personally assume responsibility for securing public support and for working as a liaison person with other agencies. But these responsibilities can no longer be carried out by one person. The conditions suggested earlier as fostering a new role for state departments have especially affected the role of state departments of education in the area of gaining and maintaining support and in working productively with other educational agencies. Increased federal activity, establishment of regional laboratories, and creation of the Education Commission of the States, to name but a few, each require cooperative efforts. Moreover, competition for the state tax dollar has become intense and increasing reliance upon federal aid has produced new problems. Clearly, state departments of edu-

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education must deal with many other educational agencies at every governmental level in their emerging role, and we shall consider the nature of some of these relationships.

If state departments of education are to be more than regulatory agencies they must evolve a more creative role in their relationships with the federal government. Rather than performing merely the role of a broker for federally supported programs they should become countervailing forces. We do not wish the states to be merely reactionary, but we are concerned that their programs are too readily determined by the availability of federal funds. State departments ought to influence educational policy decisions made at the federal level rather than remain continually as passive recipients of federal programs—they should have a man in Washington, or a man who is free to be in Washington when policy is being developed. It is interesting that Title V of Public Law 89-10, a very simple piece of legislation for strengthening state departments, did not originate in response to needs articulated by state department representatives. Apparently few, if any, states presented such needs to federal policy makers.

The federal-state relationship projected here is the basis for a productive partnership. State departments ought to be staffed so that they can fully utilize federal funds, and so they can assist school districts to utilize federal funds. They should also be staffed so that they can have persons giving attention to new programs and to modification of existing programs in which the federal government might play a role.

Within the state the inter-agency relationships of state departments of education ought to be modified as well. It is becoming increasingly necessary for department of education personnel to work with other agencies, especially the departments of labor, health, and welfare. Such cooperative relationships help to articulate the programs of the department with the needs of the state, and may be facilitated by creation of liaison positions.

At this time the possible relationships between the regional laboratories and the state department of education are unlimited. One viable relationship would allocate to regional laboratories major responsibility for the development of pilot programs in the public schools. The role of the state department would not be to initiate or create programs, but to indicate areas of need and to disseminate those programs found successful by the laboratories to the public schools generally.

We have already noted that federal activities tend to establish

the program for many state departments. Our concern is that because of their reliance upon federal funds the departments have little capability for setting priorities and allocating resources to meet the needs of the state. But it is the state legislature rather than the federal government which ought to be held responsible for this situation. Most states have been niggardly in appropriating funds for their departments of education, and much of their present support is tied to matching provisions of the federal government. The question of securing adequate state support involves the larger question of public relations—chiefly relations with professional educators and the legislature.

It appears that one reason state legislatures have been reluctant to make generous appropriations to the departments is that no one provides strong intellectual or political support on their behalf. The logical source of such support is the body of professional educators who often appear to have little enthusiasm with the activities of state departments of education. Most state departments are viewed in somewhat negative terms by the legislature, and these predispositions tend to reinforce each other.

Many departments are creating public relations positions, and to the extent that these persons can work with news media in offering information they may render valuable service. But we doubt that commercial public relations efforts will be sufficient. We believe that changing the nature and quality of the product will produce a more favorable image, and we have tried to suggest changes which would lead to this end. We can be more specific with regard to personnel. Paraphrasing from a local school superintendent, departments should get rid of the deadwood, or at least keep it out of sight. Nothing does more harm to an organization's public relations than a reputation for recruiting those who are "not making it" in the field. Too often the state departments of education have recruited those relieved of their duties in the public schools or those of strictly mediocre talents. We believe this situation is improving, but feel that departments can do more to recruit and hold persons who can gain the respect of their colleagues in the field.

An improved view of state departments on the part of professional educators may be necessary but not sufficient in fostering more productive relations with the legislature. Ordinarily neither professional educators nor state boards of education are politically skillful, and state departments will have to develop ways of making their case with the legislature. This is an extremely sensitive area as many departments are prohibited from formal lobbying. There are other strate-

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gies available however. At least one department has invited legislators to meet with them in discussing state educational priorities, and the role of the department in obtaining them. Were state departments to serve as a resource which could secure the information legislators requested, in the form they requested it, they would render useful service to the department and the legislative process. Finally, departments will simply have to reconcile themselves to taking a competitive role in stating their case. Budget and legislative reports to the governor's hearings, must be seen not as burdensome tasks but as opportunities for effectively stating the needs of the states and for suggesting ways in which the state departments can meet those needs.

In summary, we have tried to develop a model for the emerging role of state departments of education. We noted the conditions in the larger society and in education which presaged a new role. In gross terms, we argued that departments should have less preoccupations with regulation and more concern with leadership. We then became more specific and stressed the desirability of state departments getting out of the role of operating institutions and programs directly, we suggested ways by which regulatory and service activities might be more imaginatively conceived and implemented, and we indicated that planning and public support activities were in great need of development. These emphases coupled with improved staffing can, we think, give significant direction to the total educational enterprise of the nation.

Chapter  
8

## Recommendations

In the preceding chapter, as in the case reports presented in the Appendices, we have tried to describe various aspects of state departments of education (SDE's) from the perspective provided by our study of them. In Chapter 7 we outlined an emerging role for SDE's and suggested implications which this new role might hold for the programs, processes, and personnel policies of state departments of education. In this chapter we have lifted out some recommendations which we feel will help strengthen SDE's to the end that they may be effective partners in the government of education.

Not every recommendation presented here will be applicable to every state department of education. It remains for persons concerned with strengthening SDE's to decide which recommendations are applicable and to what degree in their state, to assign priorities, and to consider costs, dysfunctional consequences, and problems of implementation.

- 1. It is recommended that positions in program planning and evaluation be created in every SDE and that such positions be filled with outstanding personnel only, including some persons experienced in planning, development, and evaluation in fields other than education.*

Program planning and evaluation involves efforts to identify system aims, to state objectives, to project future needs, and to make plans and develop programs at the present which will meet the challenges of the future. In addition to clarification of objectives and long-term planning to meet future responsibilities efficiently, program planning and evaluation involves continual assessment of existing programs and procedures according to the criterion of how well they serve in attaining objectives, and the development of new programs appropriate to unmet needs.

In none of the departments studied were persons actually engaged in planning and development activities such as those outlined in Chapter 7. In one of our sample states the Chief State School Officer (CSSO) alone was given this responsibility, in one state a position was created with a planning title but was not filled, and in the third

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state a position was filled but the individual's role was simply coordination of federal programs.

*2. It is recommended that greater use be made of personnel employed on short-term contracts and of blue ribbon task forces to supplement planning and development activities of state departments of education.*

We believe that persons with special skills in program planning and evaluation activities may be more readily available on a short-term basis than as full-time employees of state departments of education. Program planning and evaluation must be a central responsibility of SDE's, and must be staffed as such, but we believe outside consultants can usefully assist in this responsibility.

*3. It is recommended that SDE's design data gathering procedures to collect information necessary for adequate program planning and evaluation. Such "management information" would seem to require systematic, state-wide achievement testing as a base.*

Many SDE's are now involved in revising their data gathering machinery, others have already done so. We urge that in designing future data systems provision be made for collection of information useful in making program decisions as well as for preparing traditional statistical reports on such items as attendance and expenditures.

State departments of education need to know the nature and magnitude of the impact of their programs upon local school systems, and to relate this information to achievement or attitude measures attributable to these programs. For the most part, neither the inputs upon the school system nor the cost of the programs is identified, and no attempt is made to relate program efforts to outputs within the school system.

*4. It is recommended that SDE's insure that their total program be subjected to systems analysis examination.*

We believe that it is imperative that SDE's define the objectives of their educational program operationally, and that individual programs, procedures and personnel policies be evaluated in terms of their efficiency in attaining the department's objectives. The systems analysis approach requires clear statements of objectives within the context of a given system, and facilitates evaluation of programs and policies in terms of criteria based upon the stated objectives.

State departments of education generally operate with insufficient

or barely adequate resources and may experience difficulty in allocating them except according to the dictates of tradition and common practice. It was the experience of our research teams that professional personnel had only vague notions of the relationship between their activities and the educational objectives of the department. When asked, our respondents were seldom able to suggest appropriate criteria for evaluating their own work, further suggesting that the relationship between program, procedures, and educational objectives was unarticulated and, possibly, undefined.

*5. It is recommended that SDE's obtain qualified persons from outside the department to assist them in utilizing systems analysis procedures.*

We do not expect that SDE's will be able to recruit persons skilled in systems analysis technique, nor do we feel it necessary that they do so. Persons trained in industry or government may be contracted to assist in a systems analysis examination. We anticipate that consulting firms, both private and university-based, will increasingly develop capacity to utilize approaches and techniques associated with systems analysis, and SDE's may also be able to gain assistance from these firms.

*6. It is recommended that SDE's search widely for qualified personnel and that they search for personnel within industry, universities, urban school systems, and minority groups.*

We found, as was discussed in Chapter 4, that SDE's generally select personnel from a closed-system based upon personal acquaintance. Consequently, professional personnel within SDE's tend to be exceedingly homogeneous and somewhat handicapped in meeting many of today's most challenging educational problems.

*7. It is recommended that SDE's in which the CSSO is elected by popular ballot take steps to eliminate the denigrating influence of party politics upon professional personnel.*

In one of the departments studied the CSSO was elected by popular ballot. In this department all but three of the forty-one professional personnel interviewed had joined the department after the election of the present CSSO. Obvious signs of party affiliation were present; a picture of the CSSO was prominent in each office. Further, our interviews revealed that professional personnel must generally seek party approval as a prerequisite for employment, and that if a CSSO were elected from the opposition party most of the

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present professional personnel felt they would be replaced within a short time.

There is much that is exciting and progressive taking place within this department, and we have no wish to cast aspersion upon either the department or its personnel. We are most apprehensive, however, because this department seems at least equally sensitive to party priorities as to educational priorities. We believe that requiring political clearance for professional positions is not in the best interest of the department, or education generally.

*8. It is recommended that SDE's initiate studies of career patterns and manpower pools.*

Our study of personnel within three SDE's (Chapter 4) provided several interesting findings, but career patterns need to be examined with a larger and more comprehensive sample. We especially need to know at what point in their careers persons leave departments, and why. We think that fuller examination of career patterns within SDE's would be helpful in developing productive, new personnel policies.

We believe that traditional sources of manpower will prove increasingly inadequate for the demands of the emerging role of SDE's. Exploration of alternative manpower sources, and means of exploiting them, must be undertaken if SDE's are to secure necessary personnel.

*9. It is recommended that SDE's provide staff development programs, including sabbatical leaves, inservice training, increased travel opportunity, and professional library services.*

State departments of education will continue to be at a disadvantage in competing for skilled personnel, especially in technical areas. Therefore, SDE's must seek to devise recruitment and development policies which will facilitate training of suitable persons from within the department to occupy critical roles. We found staff development activities unenlightened in the states we examined, though some other states have used Title V funds to provide staff development opportunities previously lacking.

Professional personnel in SDE's have infrequent contact with persons occupying similar positions in other departments. We believe that less restricted travel policies would provide opportunity for productive idea exchanges and would also promote professionalism within state departments of education.

Personnel development programs may serve to supplement tech-

nical resources of the department and to foster "self-renewal" of the professional staff. Progressive policies may also have desirable subsidiary benefits. We believe that SDE's offering opportunity for continued professional development will have an advantage in recruiting and keeping persons appreciative of such opportunities, and that these are likely to be especially productive persons.

*10. It is recommended that SDE's undertake extensive and critical examination of their present relationships with the state legislature, and that they seek to identify means of gaining a more effective voice in the educational policy making process within the state.*

In the states studied there was no formal liaison between the SDE's and the legislature, other than in the person of the chief state school officer. In two of the states budgetary questions were decided apart from meaningful representation of the SDE, and the departments had no formal procedure for initiating legislation. In the remaining state, the popularly elected superintendent had access to budget and legislative processes because of the support of his political party.

*11. It is recommended that SDE's commission comparative studies of relations between departments and their legislatures, and carefully examine means which have proved effective in other states for applicability in their own.*

Perhaps the Education Commission of the States could assume responsibility for a study of this type. It is clear that SDE's must see to it that the study is begun; social scientists are unlikely to attack so specific a problem of their own accord.

*12. It is recommended that SDE's adopt a positive posture toward creation, initiation, and implementation of federal programs, and that they allocate personnel according to this posture.*

We believe that SDE's ought to be using federally funded programs to implement the educational goals for the state, rather than simply administering such funds. In Chapter 7 we suggested that SDE's could promote ideas for federal funding designed to meet their specific educational problems, and that they could creatively utilize existing federal programs to meet their needs. To do so requires that personnel be freed to work with local systems seeking to develop proposals such as those required under the ESEA titles, and to examine

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hidden opportunities for SDE's provided in various federal programs. In none of the three departments studied was assistance provided to local systems seeking federal funds except in unusual circumstances.

*13. It is recommended that SDE's establish liaison with the federal government through a person other than (in addition to) the CSSO, and that such person or persons be expected to spend much of their time in Washington.*

State departments of education have a poor attendance record at Congressional hearings, even those which effect their programs directly. We would hope that more SDE's might be represented at times when policy is being determined, when legislation is being drawn-up, when administrative guidelines are being developed.

*14. It is recommended that SDE's carefully examine the variety of sources of influence available to them in implementing programs, and that they seek ways to increase the amount of influence available to them.*

Chapter V presents a conceptual scheme which is useful in examining the question of how SDE's may implement their educational programs within local school systems. Many, perhaps all, states utilize the sources of power and influence identified in Chapter 5. But none of the states in our study consciously analyzed the relative efficiency of any particular source, or combination of sources, in implementing their programs. We believe that attention to this question will suggest alternative implementation strategies which will prove more effective than those traditionally employed.

*15. It is recommended that SDE's define their service role to encompass more inservice and demonstration activities and fewer visitation activities.*

We question whether the concept of "visiting expert" is appropriate or useful in accomplishing the goal of improved teacher behavior. Increasing professionalization suggests that teachers are even less likely to consider representatives from SDE's as authorities. If teacher behavior is to be changed, we believe it will be through in-service activities and demonstration projects, and engaging in these activities seems to us to be a more appropriate role for SDE's than teacher visitation.

*16. It is recommended that SDE's seek to provide new or improved consultative service to meet specific educational problems.*

Legal consultants have long been provided by SDE's, but in only one of the departments studied was this service sufficiently well-staffed to be useful to local systems. It has become increasingly important that legal services be available to local systems, and SDE's should be of assistance in meeting this need. Other areas in which it appears necessary that SDE's make a specialist available to local school systems include the area of equal educational opportunity, purchase of new educational equipment and materials, and professional negotiations. While we do not insist that specialists in these areas be employees of SDE's, we do hold that they be available to local systems through the state departments of education.

Other specialists will be required in the future. Perhaps some of those we have suggested as necessary at this time will become unnecessary, just as the visiting subject-matter consultant seems to us to have limited usefulness at present. State departments of education must continually examine services provided, and procedures utilized, within the context of the educational challenges being confronted within the state.

*17. It is recommended that SDE's review each of their regulatory activities and determine ways to move from routinized enforcement to procedures more conducive to achieving school systems acceptance of superior educational standards as suitable goals.*

We appreciate the importance of minimum educational, fiscal, and safety standards. We are concerned, however, that regulation becomes readily identified with criteria rather than ends. We believe that regulatory activities should move toward minimum standards in terms of student achievement, or health profiles, and away from insistence that certain means be followed. Acceptance of this recommendation will require commitment to the concept of state-wide pupil evaluation.

*18. It is recommended that SDE's reduce emphasis upon certification of teachers (generally a legal responsibility) to approval of teacher education programs (a "leadership" responsibility).*

The knowledge explosion, combined with technological developments, reduces even further the likelihood that the role of the classroom teacher will continue to be seen as imparting a body of acquired knowledge. Teacher certification should reflect the role of the teacher, rather than formal prescriptions which must be reduced to subject

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hours and tallied by a clerk. We favor teacher certification based upon graduation from institutions offering teacher education programs acceptable to the state, and feel that the appropriate role for SDE's lies in working to foster improved teacher education programs within the colleges and universities.

19. *It is recommended that SDE's conduct school evaluations less frequently, if necessary, but in greater depth.*

We believe that periodic evaluation of school systems can be useful in specifying and emphasizing educational goals, and in suggesting approaches for attaining them. Rather than brief and frequent visitations we recommend that teams, including subject matter specialists, make intensive reviews of school systems. We recommend that teachers, board members, and even students be involved in these reviews, and that the reviews be aimed at clarification of educational objectives and ways of attaining the objectives within the constraints of the school system.

20. *It is recommended that SDE's examine carefully the consequences of their having responsibility for actual operation of schools and programs.*

We continue to feel that it is undesirable to have program, resources, and personnel segmented, and that operational responsibilities foster segmentation and make creation and implementation of a state education program more difficult. We feel it would be desirable for SDE's to assign such responsibilities to special boards or commissions. However, we cannot point to evidence either substantiating or allaying our fears, and we feel that research in this area is required.

In examination of this question SDE's should compare the means used in other departments for meeting these responsibilities, and should examine especially the amount of time allocated to such responsibilities by the chief state school officer.

21. *It is recommended that SDE's examine carefully the consequences of their having responsibility for vocational rehabilitation programs.*

We do not have evidence substantiating our belief that programs such as vocational rehabilitation generally seem to weaken the programmatic control of the chief school officer. However we believe that the autonomy resulting from budgetary and personnel independence of vocational rehabilitation programs blunts the thrust of a state's educational program.

22. *It is recommended that SDE's create staff positions to support their CSSO's and extend their influence throughout the department.*

Chief state school officers require assistance in planning and implementation, and to simply keep "tabs" on the department. Staff assistance was not provided the CSSO of any of the departments we studied. Rather, assistant or deputy CSSO's were expected to perform a staff function in addition to their responsibility for divisions or programs.

The recommendations of the two Hoover Commission reports on executive reorganization established the need, now realized, for an Executive Office which would increase the capacity of the President to administer and provide leadership to the Executive branch. We believe that something similar to an executive office should be established for CSSO's, and that adequate staff assistance must be an essential component within such an office.

Appropriate staff assistance would facilitate the CSSO in evaluating the progress of the department, sensitize him to the need for new programs or approaches, and help in implementing them. Staff assistance would help the CSSO exercise greater direction over the department, and would provide him with sources of information and ideas other than those of program or division directors.

23. *It is recommended that SDE's utilize advisory committees to evaluate programs and assist in determining policy.*

The case report of the "Large State Department of Education" describes the function of advisory committees in that state, the only state in our sample to make use of advisory committees.

It is admittedly difficult to steer the narrow course between abdicating responsibility to advisory committees and using them simply to legitimize policy made elsewhere. But advisory committees can tap resources within the state which would otherwise go unused, and can provide a forum for policy decisions which is more broadly based and less likely to result in conventional thinking than would be the case if SDE's are forced to rely upon their own resources alone.

Clearly, we have not said all that needs to be said about strengthening state departments of education. We have recommended activities and approaches which we believe will help strengthen state departments of education, and which we feel are both necessary and feasible.

# Appendices\*

## Introduction

### THREE STATE DEPARTMENTS OF EDUCATION

The literature on state departments of education is nearly devoid of simple descriptions of what state education agencies "look like." True, there are compilations of tables and charts showing the size, functions, and organization of state agencies. There are histories describing the evolution of individual state departments of education. But one does not find descriptions of the kind of people who work in state departments, the day-to-day routines that are followed, the problems and successes confronted, the physical surroundings—no presentation, in short, of a state department of education as a living, working, dynamic social institution. As a result, state officials are often characterized in stereotyped terms such as "bureaucrats," "rule-makers," "paper shufflers," "politicians," "inspectors." Such images are as unfair as they are uninformed. They can be altered through awareness of new information.

Somewhat optimistically, we assigned ourselves the tasks of helping to fill the void of descriptive materials. Before we could approach the task of developing recommendations for strengthening state departments of education and before we could describe or assess the first-year impact of Title V of the Elementary and Secondary Education Act, we felt that we needed a better view of the object of our inquiry. Hence, we made arrangements to visit three state departments of education in June, 1966. We selected one department that was small in terms of the size of its professional staff; one was medium-size; one was among the nation's largest. In each state the Chief State School Officer readily agreed to help with our study.

Interview teams spent two days in each state department of education; altogether 116 interviews were conducted: 29 in the small department, 44 in the medium-sized department, and 43 in the large department. Within the limits of thirty-minute interviews we sought information about the careers, formal relations, activities, and problems of state department personnel. Our selection of respondents was non-random, for we were especially interested in individuals with ma-

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\*The editors wish to thank David L. Colton for his editorial assistance with the items in the Appendices.

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for responsibilities, and in individuals new to the departments. We believed that the former group would provide the most comprehensive view of the agencies; the latter group would include the personnel added as a result of Title V funds. The table presented below illustrates the hierarchical status of respondents in our sample. As is noted above, our sample is biased in favor of recency and responsibility: 26 (23 per cent) of our sample joined their department since 1965; we interviewed almost all those responsible for divisions, agencies, and programs, and relatively few of those implementing programs in the field.

TABLE 1  
HIERARCHICAL STATUS OF RESPONDENTS

Hierarchical Status <sup>a</sup>	Small Department		Medium Department		Large Department	
	No. of Positions <sup>b</sup>	No. of Respondents	No. of Positions <sup>b</sup>	No. of Respondents	No. of Positions <sup>b</sup>	No. of Respondents
Upper	4	3	9	9	13	10
Middle	25	15	22	20	22	19
Lower	50	11	84	15	174	14

<sup>a</sup>The "upper" level includes the chief state school officer and those who report directly to him (e.g., deputy superintendent, assistant superintendents). The "middle" level includes individuals who report to the upper level and who have professional subordinates. The "lower" level included individuals who have no professional subordinates. Thus, the Director of Fine Arts in one state was assigned to the middle level because he had a professional subordinate; the subordinate was assigned to the lower level.

<sup>b</sup>Does not include vocational rehabilitation personnel.

Our respondents displayed a gratifying willingness to share with us their knowledge, opinions, and ideas. We learned a great deal. The "bureaucrats" and "politicians" often turned out to be hardworking individuals trying to do difficult jobs with inadequate resources. In the following pages we report much of what we saw. What we saw, and the manner of our report, inevitably reflect our preconceptions about strength and weakness in state education agencies. To a considerable extent we have included our opinions along with our reports.

In retrospect, we recognize that our aims much exceeded our achievements. Our reports are partial representations of a few state departments of education at one moment in time. We hope they will stimulate or goad others into developing more adequate descriptions of state agencies.

—Editors

## Appendix A

### A SMALL STATE DEPARTMENT OF EDUCATION

Gerald E. Sroufe

The small state department of education (SDE) described here is seen as representative of the 26 departments with fewer than 60 professional personnel as identified in Will.<sup>1</sup> While it is not suggested that every small state department of education resembles the one we studied, it does seem to us that most small departments will more closely resemble the department described below than a medium-size or large department.

Our ambitions for the case studies, as well as our procedures and the characteristics of our sample, are summarized above in the introduction to the Appendices. All that need be said further is that sample bias is probably minimal in this small department because a large proportion of the total staff was interviewed, including a reasonably satisfactory proportion of professional personnel at the middle level of the hierarchy.

Some caution should be exercised in examining the following description, however. Although interviews were arranged and endorsed by the Chief State School Officer and were characterized by refreshing candor, and although we have provided the Chief State School Officer an opportunity to indicate errors, we are, in the end, still talking about observations based upon two days of interviewing. Nevertheless, we are convinced that our observations are close to the mark and that they provide the reader with insights which will facilitate his understanding of this and other state departments of education.

The description of this small state department of education has been developed around the following topics: Organizational Structure; Activities; Professional Personnel; Physical Facilities; Title V, and a few highly subjective paragraphs considered under the heading of Style.

#### **Organizational Structure**

The organizational structure of this department is best characterized as a clearly hierarchical organization composed of four semi-

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<sup>1</sup> Robert F. Will, *State Education: Structure and Organization*, (Washington: Office of Education, Department of Health, Education, and Welfare, 1964), p. 33.

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autonomous divisions. There are several interesting facets related to the nature of the hierarchy and to the composition of the divisions, and both of these areas merit additional consideration.

### Hierarchy

One way of examining organizational hierarchy is through an analysis of levels in the chain of command. Using the definition of lower, middle, and upper levels provided in the introductory section of the Appendices, we may represent the allocation of professional personnel as in Table I below. Because of our interest in the impact of Title V on this small department of education, we have indicated both pre- and post-Title V distributions of personnel in the table.

TABLE 1  
HIERARCHICAL ALLOCATION OF PROFESSIONAL PERSONNEL  
IN A SMALL STATE DEPARTMENT OF EDUCATION

Representative Allocation in 1964 (Pre-Title V)		Representative Allocation in 1966 (Post-Title V)
.06	Percentage at Upper Level (including CSSO)	.05
.36	Percentage at Middle Level	.34
.57	Percentage at Lower Level	.61

Note: Percentages based upon total professional employees (excluding vocational rehabilitation)—not just those whom we interviewed. For a breakdown of hierarchical levels of those interviewed in this SDE, see Table 1 in the introduction to the Appendices.

Although the hierarchical structure of this department follows the traditional pyramidal pattern, it is a much flatter structure than might be anticipated. Where about one-third of the personnel of this small department are in the middle level of the hierarchy, only one-fifth and one-tenth of the medium-sized and large departments, respectively, are located at this level. The flat hierarchical structure reflects the relative absence of job differentiation and specialization characterizing the department.

There are conflicting tensions within the organization pertaining to modification of the existing hierarchy. On the one hand, we find compelling evidence that increased staff and new program demands require modification of the hierarchy through the development of intermediate levels. On the other hand, there is evidence that the

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burden of the work load tends to restrict the operating hierarchy to customary levels and relationships even though the formal hierarchy may be altered.

One example of the tendency toward a more complex hierarchy is the new position of Coordinator established immediately below the Assistant Superintendent of Vocational Education. This position has been extant for only a year and there is still much ambiguity regarding the position. It may be that ultimately the Coordinator will establish a clearly defined role between the assistant superintendent level and the director level, or it may be that the press of work may be such that he will continue to serve as an extension of the Assistant Commissioner.

Another illustration of movement toward a more complex hierarchy is provided by the Analyst of Vocational Needs. This position has been created specifically to deal with state labor and vocational agencies. It will seek to articulate the vocational programs of the schools with the vocational needs of the state. To be effective, the Analyst will have to respond to directives from several departments within the state and several different levels within these departments. Clearly, the simple chain of command characterizing much of the department of education will be modified.

The position of Deputy Superintendent provides an excellent illustration of the effectiveness of the heavy departmental workload in stifling development of a more complex hierarchy. The Upper Level of the department hierarchy is comprised of the Chief State School Officer, a Deputy, and three Assistant Superintendents. One might expect, in this situation, that the Deputy Superintendent would serve as an intermediary, perhaps coordinating the work of the divisions. However, although the organization chart shows the Deputy to be the intermediary between the Assistants and the Chief State School Officer, he seems to serve as just another Assistant Superintendent because of the nature of the workload. He is completely responsible for a division, as are the other Assistant Superintendents, and none of the Assistant Superintendents mentioned him when we asked to whom they were immediately responsible. The implications of this situation on the functioning of the department are discussed below.

### Structure

Immediately prior to the most recent reorganization this department was organized into three major divisions with a variety of positions hanging in limbo. Since reorganization there are four di-

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visions, and most departmental functions are within one of the divisions. Outside of tidying-up the organizational chart, however, little seems to be changed in the operation of the department—the pieces that did not seem to fit have been swept under the rug of a new division.

An abbreviated list of the titles within each division is presented in Table 2 to clarify the nature of the organizational structure existing today. The divisions of Instructional Services, Vocational Education, and Vocational Rehabilitation are each headed by an Assistant Superintendent; the Division of Administrative Services is headed by the Deputy Superintendent.

TABLE 2  
FUNCTIONAL DIVISION OF A SMALL STATE DEPARTMENT OF EDUCATION

	CSSO		
	Deputy . . . . .	School Law	Internal Administration
Division of Instruction	Division of Rehabilitation	Division of Vocational Education	Division of Administrative Services
Curriculum and Instruction	Vocational Rehabilitation	Agricultural Education	Statistical and Finance
Field Services	Disability Determinations	Distributive Education	Surplus Property
Supervisory Services	Research Development Projects	Homemaking Education	Special Schools
Special Education		T and I	
Teacher Preparation and Certification		Diversified Occupations	
Federal Programs		Guidance Services	
		Manpower	
		Civil Defense	

The Division of Administrative Services comprises a great and heterogeneous set of responsibilities. As these responsibilities must

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be handled in some fashion by most state departments of education, we are not concerned with the fact that they do not really fit well anywhere. What is of concern is that the structure provides very little assistance to the Chief State School Officer in carrying out his responsibilities. The formal organizational chart is aborted because the Deputy is also the person who heads up the Administrative Services Division, and the person responsible for the staff functions of school law, personnel, and business administration—any one of these last three responsibilities alone might justify creation of a full-time position. Thus, persons whose titles suggest that they might provide staff support for the Superintendent have heavy responsibilities in their own divisions—and this is especially true of the position of Deputy Superintendent. In short, the organizational structure provides for a clear hierarchy of authority which places the Superintendent at the top of the structure, but provides him little support in planning and implementing the total program of his state department. (Frequent meetings of division department heads are held in this small department, but these do not seem to be a substitute for a staff of persons who can share responsibility of the Chief State School Officer for the total program).

Another organizational problem raised through examination of this small department concerns the rationale for having the Division of Vocational Rehabilitation within the department. Will<sup>2</sup> in his seminal work on State Education does not count personnel in Vocational Rehabilitation because he considers them “inapplicable” to a study of departments of education. Nevertheless, this small department and at least 40 other state departments of education are responsible for vocational rehabilitation programs. One might argue that education is an important function in rehabilitation, and perhaps it should be. The following, however, is a list of activities carried out in the rehabilitation program of this small department of education: diagnostic services; physical restoration; training, supplies, maintenance, and transportation; tools and equipment, and licences.

Another question raised through examination of this state department of education pertains to the location of the guidance program. Presently it is uneasily located in the Division of Vocational Education. Both the respondents of vocational education per se, and the guidance people, were aware of the sensitivity of its location here. It may be suggested that part of the problem stems from the in-

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<sup>2</sup> *Ibid.*

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creasing concern of guidance personnel, encouraged and supported by Title V of NDEA, to see their function apart from vocational guidance, and of the vocational education personnel to see vocational guidance as the most important function of the program.

It may be suggested that a characteristic of small departments is their relative lack of specialization. For example, one person in this small department is responsible for programs in Civil Defense Education, Private Vocational Schools, Basic Adult Education, and Veterans Education. Obviously, these functions have little in common, and in larger departments there might be two or even four positions in place of the one in the small department.

This, in brief, is the organizational structure of a small department. It is a simple flat hierarchical structure which shows some indications of becoming more complex. Its four divisions, despite the small number of persons involved in the total department, are relatively autonomous (i.e., independent of departmental control) because of the distinctive nature of their responsibilities. Indeed, we found evidence of few persons who worked across lines in the division—they were more likely to cross lines into other state agencies. Autonomy of the divisions is encouraged further by the nature of the physical facilities, a topic which will be considered below.

### Activities

We have resisted the temptation to consider latent functions of state departments of education (e.g., the buffer function of making those educational decisions which have the possibility of endangering the political leadership) in order to concentrate on describing and discussing just those activities which can be directly observed.

A very low-level observation is that there are many non-professional employees in this state department of education. This observation suggests that 1) there is a great deal of paper work associated with the activities performed by the department, and 2) that performing the activities involves much processing of routine items which can be handled satisfactorily by non-professional personnel. This does not imply that nothing important is taking place. Rather, it is evidence that the department is the originator and recipient of a great many information inputs. It seems to us that the large number of non-professional personnel is indicative of the fact that a central responsibility of this department is to carry out the processing necessary to the maintenance of established programs.

This department has concentrated almost all of its energies on the regulatory and service activities as defined in Chapter 2. We at-

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tempted to assess the roles of individuals in our sample in terms of these categories, and fully 80 per cent of the responses which could be coded fell into the two categories. Interview items which sought to identify the principal process utilized in the performance of the staff respondents' responsibilities reveal that 65 per cent identify visiting schools as the major process; another 20 per cent indicate that their principal task process is reviewing programs and reports submitted by schools. These observations further suggest that activities performed by this small department are predominately related to the implementation of programs.

How well does the department carry out the regulation-service responsibilities it assumes? We are neither inclined nor prepared to evaluate the work of the department. We can observe that visiting schools in this state is an arduous responsibility and, as we have indicated, that many of the personnel see this as a major activity. The magnitude of the problem may be suggested by a few illustrations: the home economics consultant is able to visit schools operating home economics programs only once every three years; the guidance personnel are able to spend from two hours to a half-day with each public school operating a guidance program; supervisory visits are made to each school at about three year intervals.

Few persons are involved in developmental activities. Only one person is responsible for the developmental activities of departmental business administration, personnel, and budget. Only one person is assigned some responsibility for developmental research. One person is assigned responsibility for the professional library. Whereas about 10 per cent of the personnel in the small department were judged to be performing developmental activities, about 20 per cent in the large department studied were so engaged.

In summary, it seems most appropriate to characterize our small state department of education as being heavily oriented to the performance of regulation and service activities. It valiantly attempts to perform visitation and supervisory services with limited personnel over a large geographic region; it spends few of its resources on activities associated with the developmental or public support categories. This department appears to be in the position of having to struggle to perform adequately traditional activities, and as yet has limited resources to spare on activities assumed by some state departments of education in recent years.

### Physical Space

That it is considered important to provide a discussion of facilities

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in a description of this small state department of education is indicative of the impact the conditions in this department are likely to have on "outsiders." The state department of education is housed on several floors of the capitol building and also has offices in three other buildings. Those offices in the capitol building are, at best, crowded. It is not uncommon to find three or more professional staff members occupying the same small area; it is exceptional to find a private office below the Assistant Superintendent level. As most of the personnel in the lower levels of the hierarchy work with educators in the field it would seem desirable for them to be able to hold conferences in their office. Under existing circumstances it would be difficult even to dictate correspondence, or to have opportunity for concentrated thought.

Divisional autonomy is fostered by the absence of an integrated facility. The Division of Vocational Rehabilitation is located outside the capitol building. The Division of Vocational Education is housed on a common floor of the Capitol. The Division of Instruction is disbursed through the capitol building, a situation which increases the difficulties associated with providing coordinated and cooperative programs (e.g., supervisory teams). The Division of Administrative Services is scattered throughout the capital and the state. It is to be noted, in passing, that facilities struck our observers as highly variable; for example, the federally supported Vocational Rehabilitation facilities were superior to those of the other divisions.

When the legislature is in session, many of the offices "customarily" occupied by the department must be vacated and the personnel housed in rented facilities. Although this unfortunate procedure causes considerable inconvenience and disruption, it does not strike an observer as important as the absence of suitable space under even normal situations.

### Professional Personnel

One characteristic of the personnel recruited to this department prior to 1963-1965 is that they universally have many years of experience as professional educators within the state; most are ex-superintendents. Beginning with the federal programs sponsored by the NDEA, especially Titles III and V, however, personnel characteristics were somewhat modified. In the words of the Chief State School Officer, the department turned from a "generalist" orientation toward a "specialist" orientation. No longer is the department composed exclusively of persons with a great deal of administrative experience. It is now divided somewhat evenly between administrators

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and subject matter specialists. Because most of the funds have been applied to instructional services, Title V of ESEA has accelerated the trend away from generalist in this department. The pattern of hiring persons with long experience as professional educators, however, has hardly diminished. Respondents hired since 1965 have a median of 16 years of experience as professional educators.

Most personnel in the small department have lived all their lives, except for military service, in the state. They have grown up, attended college or university, and begun their educational careers within the state. Only 16 per cent of the persons interviewed had lived in more than two states; only 3 per cent have lived in more than two cities of over 100,000 population. The data reveal that most have been recruited from rural districts, and examination of the backgrounds of recently employed personnel indicate that they do not differ in this respect.

Perhaps the most significant personnel feature is the experience dichotomy observed in the department. Table 3 presents a simple frequency distribution of years of experience.

TABLE 3  
FREQUENCY DISTRIBUTION OF YEARS  
EXPERIENCE IN DEPARTMENT

Years Experience	Number in Category
0-4	17
5-9	0
10-14	4
15-19	4
20-24	4

The department may be conceived as two departments—one department being composed of those who have been in the department for at least ten years, and the other composed of those who have been in the department for less than five years. This peculiar pattern is a consequence of the relationship between recruitment inducements and the academic marketplace, and examination of this phenomenon will enable us to explain the high caliber of younger members in the department.

Although starting salaries in the department are competitive with minor administrative positions in the state, they are not competitive with administrative positions in nearby states, or even in the most populous areas of the state. To recruit able personnel under these circumstances the department has relied heavily upon its proximity

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to the state university. Many of the persons we interviewed had been recruited through university faculty members. More important, the opportunity to work for an advanced degree at the university is a benefit the department can and does utilize to its considerable advantage. As a consequence of seeking out persons interested in pursuing their education, the department is provided with able young men. Unfortunately, these men seldom remain beyond the time when they acquire their degrees, hence the dichotomous distribution. In effect, the state department would seem to be a career for less than half its employees. Further examination would reveal whether this was in fact the case, and whether it is the younger men in the department that are most likely to leave after a few years.

The use of the university in the recruitment process, as well as the natural advantages of its proximity, combine to provide an in-service preparation record that could hardly be rivaled anywhere. Fully three-fourths of the persons we interviewed not having an Ed.D. were in process of obtaining an advanced degree simultaneously with their work in the department.

Despite use of the University as an inducement, numerous funded positions are unfilled, especially the more technical specialties (e.g., guidance, special education). Traditional patterns of recruitment have not been adequate in these areas.

In summary, the personnel in this small department are increasingly specialist rather than generalist, but continue to be persons with considerable experience as professional educators and with rural backgrounds. The department has been able to use the proximity to the state university to good advantage in recruiting able young men, providing continuous academic preparation for much of its staff, and as a recruitment agency. The data suggest that the department may be developing into a dichotomy based upon older generalists in positions of authority and younger specialists who will remain only a few years and then move into careers in other areas of education.

### The Impact of Title V

Title V of ESEA has been extremely important to this small state department of education. Indeed, it is difficult to imagine what impression the department would have made on our interviewers if the many "bright young men" supported through Title V had been absent. Title V has enabled this department to provide subject matter consultants for the first time. Sixteen have been employed in the past two years, most of them with Title V funds. Because of Title V nearly

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twenty times as much money was spent on the publication of curricular materials last year as in the preceding year.

In general, it appears that this state department has used Title V funds to improve those service areas in which it had been deficient. In addition to the two improvements mentioned above, the department has added professional staff in areas providing administrative and technical skills. It has used Title V funds to support work which will permit it to concentrate on teacher education programs rather than teacher certification; it has promoted the development of a self-evaluation program for local schools; and Title V funds have been used to establish an educational television position.

Future plans for Title V funds (Phase II) are directed toward improvement of developmental activities: an improved professional library will be maintained; a program permitting staff to attend professional conferences will be initiated; research and statistical services will be strengthened, and a legal department developed.

If phase III plans are implemented evaluative studies of the programs recently established in consultation and teacher education will be carried out. Research studies will be undertaken in the areas of student teaching, the use of cooperating teachers, and the supervision of teachers. Finally, a survey of the state education agency will be contracted.

It was our researchers' observation that it would be difficult either to find fault with the department's use of Title V funds or to understate the importance of this legislation to the department.

### Style

State departments of education, like most other organizations may be characterized by a style of operation. Clearly, the activity generated by Title V of ESEA is a prominent feature in the small department described here. For the first time, substantial numbers of curricular materials have been produced, consultants in subject matter areas are available, and in-service workshops for up-grading the quality of teaching are being organized. Change, especially in the instructional areas, is clearly evident, and there is an atmosphere of intense activity.

There are other aspects of the departments style of operation which merit consideration, however. One of the most salient characteristics of the department is epitomized in the expression, heard frequently, that the department operates on a "call basis." This means that it essentially offers services when requested. This style of operation is partly produced by mere lack of personnel and resources, but

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also seems to reflect general preference. Even such areas as school district reorganization and consultative services (administrative and instructional) are on a call basis.

Another characteristic of this department is that it operates almost exclusively on the principal of encouragement and, one might say, overly gentle persuasion. Although it does classify local school systems, it has limited sanctions available to it for insuring that standards are met. The principal city in the state has chosen not even to complete the self-evaluation procedure necessary for classification. Statistics are gathered, with the exception of those required by state or federal funding agencies, on the basis of encouragement, and for this reason statistical reports provided by the state department often lose their importance because they are not current.

A final and most perplexing consideration is that of the relationship between this small state department of education and the state legislature. Education in this state has not been a high priority concern of the legislature. Indeed, many of the least desirable characteristics of the department—inadequate staff, low salaries, restricted benefits, limited travel opportunity, and inadequate facilities—are the result of legislative default, as are the most pressing educational problems of the state. What then should be the role of the state department of education? It is at one time the administrative arm of the legislature and a central organization concerned with the quality of education in the state; these two roles, rather than being complementary, may form the horns of a dilemma.

Our impression is that the state department has decided to continue to occupy a passive role in its relations with the legislature. There has been no public confrontation between the department and the legislature; the Chief State School Officer has not become a controversial figure (this observation, of course, relates to style rather than competency); and the status of the department has not become a political issue.

In making these remarks we are not unaware that state legislation prohibits lobbying activity by the department of education. Nor do we have any basis for challenging the apparent strategy of waiting for changes to result from grassroots pressure upon the legislature. It is important that the question be raised, however, whether under circumstances in which SDE resources are clearly inadequate and where the SDE's mandate to play an important role in the government of education is not symbolically pronounced by actions of the legislature, it is necessary for the department to reconsider its traditional apolitical orientation toward the legislature.

## Appendix B

### A MEDIUM-SIZE STATE DEPARTMENT OF EDUCATION

David L. Colton

Our medium-size state department of education is located in a state which provides public education for approximately 1,000,000 elementary and secondary school students. Nearly 1000 school districts employing 40,000 teachers spend \$500,000,000 per year for education. The state department of education which serves this enterprise employs about 230 people, half of whom are professional.<sup>1</sup> We interviewed more than one-third of the professional staff, seeking information about their formal relationships, background, activities, problems, and aspirations.

The interviews and our interpretation of the data had a definite bias; it was that state departments of education ought to be "strong." We view strength as the capacity to play a significant part in the formulation and implementation of educational goals in the state. Our bias may be criticized as unfair, for it differs from two more commonly used criteria of significance: (1) implementation of school law, and (2) comparison of past and present performance. These criteria have been used in other studies, and they are widely used by the state agencies themselves. Using these criteria, we might have been less critical than we shall be, for state agencies undoubtedly are carrying out the law, and they are probably stronger than they used to be. But we think that state departments of education are not strong enough; hence, we shall call attention to some areas that seem to merit attention if the state agencies are to be further strengthened.

#### Formal Organizational Structure

The current formal organization chart, dating from January 1966, is a relatively straightforward line and staff arrangement. Staff positions—Deputy Chief State School Officer, Director of School Law, Director of Administrative Finance, and Director of Budget Planning—are intended to provide expert advice for the Chief State School Officer (CSSO) and to free him from much of the daily routine of

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<sup>1</sup>The employment figure does not include about 400 persons in Vocational Rehabilitation and in special schools operated by the state department of education.

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the department. Since these staff positions are very new, their impact on the overall functioning of the department could not be ascertained.

Line responsibility is assigned to four divisions (Instruction, Special Services, Vocational Education, Administration), each headed by an Assistant CSSO. The thirty-seven operating units in the four divisions are organized by task areas, e.g. Home Economics, Food Services, Guidance, Special Education. Some of the operating units have only one or two employees, e.g., Curriculum, Veterans Education; others have a dozen or more employees, e.g., Surplus Property, Industrial Education. Some of the units are predominantly professional, e.g., NDEA Title III, while others are staffed primarily by non-professionals, e.g., Teacher Certification.

Examination of departmental staffing charts suggests some generalizations about the nature and strength of the department. First, a large majority of the professional personnel has little or no official responsibility for the traditional "academic core" (languages, history, math, science) of public school programs. Excluding personnel engaged in direct operation of programs, (schools for the blind, deaf, and severely retarded), we found that professional personnel were distributed as follows:<sup>2</sup>

Vocational education (agriculture, home economics, business, guidance, etc.) .....	33%
Academic core (language, history, math, science, arts) .....	22%
Departmental administration (personnel at top level of departmental hierarchy; also regional supervisors) .....	22%
Supplementary services (food, buildings, etc.) .....	10%
Post-high school education .....	8%
Other (district reorganization, statistics, etc.).....	5%

The reasons for the above distribution of talent must be sought in historical studies; here we only note that the allocation of staff at the state level is somewhat different from the allocation at the local level. This functional differentiation—typical in a federal system of govern-

<sup>2</sup> Necessarily, these categories are loosely defined. We included all occupationally oriented programs under "vocational education." "Departmental administration" includes both central office and regional personnel responsible for more than a narrow band of the local school programs, or for internal departmental affairs. Where a given position fell into more than one category, we made a judgment as to the primary area of activity for the position.

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ment—may foster communication difficulties between state and local personnel.

A second generalization derived from the formal organization chart is that the program of the department is to a considerable extent a product of federal legislation rather than state legislation. About 40 percent of the 37 units owe their existence to federal legislation enacted in the past eight years.

A third generalization, growing out of a comparison of the 1963 and the 1966 organization charts, is that there is a very rapid proliferation of units in the department. In 1963 there were twenty-six units; today there are thirty-seven. One might argue that the proliferation of units fosters specialization, or that the proliferation permits continuation of a flat organizational structure. On the other hand, too much specialization may reduce everyone's perspective and thus create critical problems for the maintenance of a coordinated program. Moreover, the outsider seeking assistance from the state department may be baffled or annoyed by the immense number of titles and administrative units. At some point there must be reorganization, perhaps along regional or functional lines, lest the advantages of expertise be lost through excessive fragmentation.

#### Personnel

Some of the characteristics of the personnel of a medium-size state department of education are summarized below:

*Sex.* Nearly all (95%) of the forty-four respondents were male. Predictably, the only two females were in Home Economics Education. Recruitment procedures—consciously or unconsciously—seem to overlook the very substantial reservoir of talent among women educators. This is unfortunate, particularly in view of concern about the scarcity of qualified personnel.

*Age.* The median age of respondents was 47. However, ages varied widely; twenty percent of the respondents were under 35 and thirty percent were over 55. The youngest respondents had impressive amounts of energy and ideas; perhaps more people in their twenties could be recruited, even if the price is lack of familiarity with the ways of schools and schoolmen. (We were encouraged to note that of the fourteen respondents who had joined the department during 1965-66, seven were under 35. However, it appeared that this phenomenon was the result of low salaries rather than a deliberate effort to recruit youth.)

*Formal Education.* Two respondents had not received the bache-

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lors degree; three had the bachelors but not the masters; thirty-eight had the masters; and one held the doctorate. Only 5 percent had received their undergraduate degrees at private institutions; 75 percent were graduates of state teachers colleges, while the remaining 20 percent were graduates of state universities. Ninety percent had done their undergraduate work in the state in which they are now working.

*Parental Background.* Half of our respondents came from agricultural backgrounds. We wondered about their understanding of the educational problems of urban and suburban areas.

*Previous Experience.* All but three respondents had come to the SDE from positions as teachers or principals or superintendents. Such homogeneity of background may not be conducive to the introduction of new ideas and procedures.

*Recruitment.* Nearly all respondents indicated that they had been invited to join the state department staff. Openings in the department are not widely publicized; professional contacts seem to be the primary source of new personnel.

*Departmental Promotion.* Access to the top and middle echelons of the SDE has been gained through intradepartmental promotion about 50 percent of the time, and through direct entry from outside the department the other half of the time. We did not ascertain whether new entrants perceived their positions as stepping-stones to higher positions within the department, or as routes to new positions outside the department, or as terminal positions.

*Salaries.* Departmental salaries are geared to those of other state government agencies; the salaries are apparently not sufficient to attract experienced personnel from urban and suburban schools.

*In-service training.* One-fourth of all respondents indicated that they had received formal training since entering the department. However, there are no provisions for sabbatical leaves; a few respondents confided that they felt improved provisions for professional growth were badly needed. We agree.

As we reviewed our data on the personnel of a medium-size state department of education, several terms came to mind. One was "homogeneity." Respondents were much alike in their family background, formal training, sex, and job experience. Another impression was that "the establishment" was in control of this agency. We do not use the term invidiously; it simply refers to that fact that entry into the department was controlled by those already in the department and apparently was restricted to persons with similar outlooks and

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backgrounds. We saw few signs that diversity of background and viewpoint were consciously sought or fostered. Another pertinent term was "satisfaction." Despite the rapid growth of the department and the external restrictions imposed on the department, morale seemed to be high. There was little evidence of jealousy, pettiness, complaining, or other manifestations of unhappiness. We did find much evidence of pride in the work being done. Another appropriate term seemed to be "apolitical." Educational lobbying was frowned upon. Decisions of the governor and the legislature appeared to be accepted passively. There did not appear to be any aggressive efforts to increase the power of the state department of education within the governmental apparatus; rather the department accepted its fate and proceeded as best it could. One result of all this was the response to the impending matching-funds provision of Title V of the Elementary and Secondary Education Act. Several respondents directed their ire toward Washington, for its requirement of matching funds, rather than to the state capitol, for its failure to provide such matching funds. (Some would call this political realism rather than political passivity.)

### Activities

In order to provide a picture of the activities of departmental personnel, respondents were asked to describe the primary objectives and the procedures of their positions. We also asked about the kinds of problems encountered. The open-ended nature of the questions produced answers that are not comparable; that is, we cannot say *how much time*, or *how many people*, are connected with the activities that were mentioned. However, we can depict the kinds of tasks performed by state department personnel.

At the top level of the hierarchy the CSSO and his subordinates engage in an extraordinary array of activities designed to keep the SDE afloat and moving. The nine men at this level reported the following activities:

- budget preparation and accounting
- recruitment and assignment of personnel
- resolution of policy issues
- approval of lower level policy decisions
- coordination of mailings to schools
- establishment of new programs
- meetings with local school and community leaders
- routing of incoming tasks to appropriate personnel
- review of reports from local school districts

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- overseeing the work of subordinates
- preparation of periodic reports
- acquisition and allocation of space and materials
- interpretation of law
- liaison with other governmental units

The conduct of these activities often involves meetings with other personnel; many formal and informal meetings were reported.

Respondents noted many obstacles to the proper fulfillment of their responsibilities. "Lack of time" was frequently mentioned. Some reported that "the work piles up," i.e. there is too little time to respond to the demands and requests generated by various institutions and individuals. In other cases the workload was manageable but there was not enough time to work on long-range program planning and improvement. (Our data are inadequate to determine the relationship between the time problem and (a) personality, and (b) position.) Other serious problems reported to us were the unpredictability and ill-timing of legislative action at the state and federal levels, difficulties in securing qualified personnel, incompatibility of various statutory requirements, and difficulty in working with the large number of public school districts.

Personnel in the middle and bottom echelons engage primarily in regulatory and service activities.

*Regulatory Activities.* Regulatory activities seek local school compliance with state and federal laws and regulations. A common regulatory activity is *approval and classification*. Teacher certification, building inspection, annual ratings of school districts, program approval (e.g. special education), and institutional approval (e.g. veteran's education) all depend upon (1) the existence of some set of standards, and (2) the collection of some kind of data from the person or program being rated. Most approvals and classifications are quite routine; however, in some cases a considerable amount of discretionary judgment is required. Typically, an approval or classification determines eligibility for some form of state or federal financial assistance.

A second type of regulatory activity is *supervision*. Supervision is generally less formal than approval and classification, is oriented toward revision in practice rather than toward an explicit rating, and is conducted through on-site visits rather than through mailable forms. Most respondents who visited schools did so in a supervisory capacity; many such visits are required by law. Respondents had differing views of the functions of supervision; one stressed that supervision is a way of enforcing compliance with standards, while another

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stressed that supervision provides opportunities for discussions about the meaning of formal standards and ways of bringing about improvements in practice. A frequently reported problem with supervision is simple logistics; the schools are too many, and the supervisors too few. The supervisors do feel that they are held in esteem by local school personnel and are not regarded as "snoopervisors."

*Service Activities.* Service activities are designed to bring professional expertise to bear on educational problems. *Advising and consulting* (e.g. demonstration teaching, reference to reading materials, suggestions of places to visit, recommendation to training programs, simple suggestions) may be initiated by state department personnel or may be solicited by local school personnel. Several respondents stressed their role in the development or operation of *training* programs for school personnel. Usually this activity necessitates working with a university in the development of courses of study and publicity for the program; however, the SDE staff members sometimes conduct their own workshops and clinics. *Publication* of syllabi, memoranda, guidelines, newsletters, pamphlets, and reports were activities reported by several respondents. Some publication activities are routine services (e.g. cafeteria menus); others are major productions (e.g. syllabi which represent months of work by committees drawn from school and university personnel from throughout the state).

Many of the foregoing activities are of undoubted value. Others, we fear, are conducted not because they affect educational practice, but simply because they are required by law (another symptom of the political passivity discussed above.) We think it important to raise some questions about the use of new resources which may become available. Should both service and regulatory activities be expanded? If not, which should be expanded? Should new programs be created? Our own impression is that many regulatory activities have become routinized formalities which produce vast quantities of records and little else. Worse, regulatory activities depend upon standards, and the validity of standards decreases as one approaches the heart of the educational process—the interaction between students and teachers. We know more about good nutrition than about good English teaching, yet we establish standards for both. This is an ancient problem, of course; we were troubled by the fact that no one mentioned it. We would like to see an expansion of service activities, particularly when emphasizing training. And we would like to see new units created, e.g., a planning unit, and a unit to assess the activities of the state department itself.

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**Title V**

The Title V (Public Law 89-10) allocation to this medium-size state department was approximately \$300,000 in 1965-66. The amount represented a 23 percent increase over the 1964-65 departmental budget. The new funds, largely unrestricted, were to strengthen the department. The funds were to be expended according to a proposal prepared by the staff. Slightly more than 50 percent of the funds were to be used for new field consultants and supervisors. New positions in departmental administration and internal services accounted for 40 percent of the total allocation. The remainder was to be used for the establishment of a research and development division and for statewide planning studies. In all, twenty new professional positions were to be created, as well as seventeen non-professional positions. To us the proposal seemed realistic, well-planned, and imaginative. The proposals for new programs and positions, and for departmental reorganization, gave promise of a substantially strengthened state agency.

The proposals were only partially implemented. By the end of the fiscal year the following 14 professional positions had been filled.

- District Reorganization and Pupil Transportation
- Mentally Retarded
- Food Services
- Industrial Arts
- General Supervision (2)
- Speech and Hearing
- Fine Arts
- Health, Physical Education, Safety
- Business Education
- Data Processing
- School Law
- Coordinator, P.L. 89-10
- Deputy CSSO

Some of the new positions were filled by persons already in the department; new personnel were employed to fill the vacated positions. Several of the new personnel could not assume their positions until the end of the fiscal year.

Professional positions not filled by the end of the fiscal year were:

- Publications and Information
- Research and Development (2)
- Personnel
- English and Reading
- Social Studies

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Several factors were reported to have hampered the state's efforts to fill all the positions for which Title V funds were available. One was timing; the federal grant was not made until the school year was under way, and qualified personnel were already committed for the year. Second, salaries were held to the existing salary structure of the state government, and that structure is too low to attract many people. Third, the agency was unable to count on state appropriations to meet salary commitments when the federal support level drops to 50 percent: (originally scheduled for fiscal 1968). Fourth, the department seemed more interested in securing fully qualified personnel than in hastily filling all available positions.

Studying the department's implementation of its Title V proposal, we noted that the positions that were filled tended to extend and improve existing programs. The previous ratio of service to regulatory activities was not altered by the new Title V positions; both activities were expanded. Emphasis on the non-academic areas continued. The top levels of the departmental hierarchy did undergo a substantial reorganization as a result of Title V funds; however, we could not tell whether it was productive of new ideas and programs. (We did not find any provisions for long-range departmental planning; Title V funds provided for this purpose were not spent, perhaps because other state-wide studies were in progress.)

The Title V positions *not* filled seem to be in areas that represent *new* programs. A research and development program, for example, would be new to the department. A personnel director might well alter existing recruitment, salary, and training policies. Consultants in English and social studies would invade an area heretofore left almost exclusively to local schools. The need for these new positions, as well as their implications, were spelled out in the Title V proposal. Yet the proposal was not fully implemented.

Undoubtedly there are complex reasons why personnel were hired for the relatively conventional positions but not for the relatively unconventional ones. Some of the reasons are probably beyond the immediate control of the department. But the hard fact is that in its first year of operation Title V did not bring about a dramatic change. Rather, the existing program was expanded and reorganized. Perhaps a dramatic strengthening was never intended. However, if a dramatic strengthening was intended (and we think it was), attention needs to be given to ways of more effectively and promptly bringing about the necessary changes in the state department of education. Without such changes we doubt that a dynamic local-state-federal partnership can be attained.

## Appendix C

### A LARGE STATE DEPARTMENT OF EDUCATION

Ralph E. Meyer\*

This is a study of the responsibilities of the professional employees in a large state department of education. The term "professional" includes all personnel except secretaries, receptionists, clerks, and typists. The professional tasks are examined under three categories. The first is an examination of organizational structure, with emphasis on the recent reorganization of the SDE. The criteria for reorganization and the observed results are the center of attention. Personnel policy is discussed next. The third category is the activities of the personnel in the organization.

#### Structure of the Organization

A major reorganization of this SDE occurred in 1965. The reasons for the changes were to bring titles and responsibilities into agreement, to separate line—or operating—tasks from staff—or advisory—tasks, and to free the top administrative personnel from the immediate responsibilities of day-to-day operations, thus allowing them to spend more time developing policy which anticipates future developments. Additional pressures for reorganization were passage of new federal laws—especially NDEA and ESEA, growth of public concern for local school districts, and the technological developments in education. The cumulative effect of these pressures during the last few years prompted the comprehensive changes attempted, according to the State Superintendent and his immediate advisors.

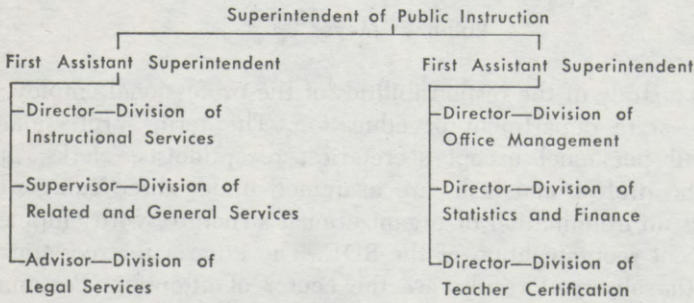
The formal alterations in the structure of this SDE are illustrated in Figure 1. First, the creation of the posts of Deputy Superintendent and Associate Superintendent does free the Superintendent from day-to-day operations. Second, the standardization of titles attempts to provide positions of equal responsibility with equivalent titles, thereby co-ordinating correspondence, a problem of real concern prior to reorganization. It should be noted, however, that changing titles can be deceptive unless careful control of the duties of the positions created is maintained. Third, the increased number of di-

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A LARGE STATE DEPARTMENT OF EDUCATION—1964



A LARGE STATE DEPARTMENT OF EDUCATION—1965

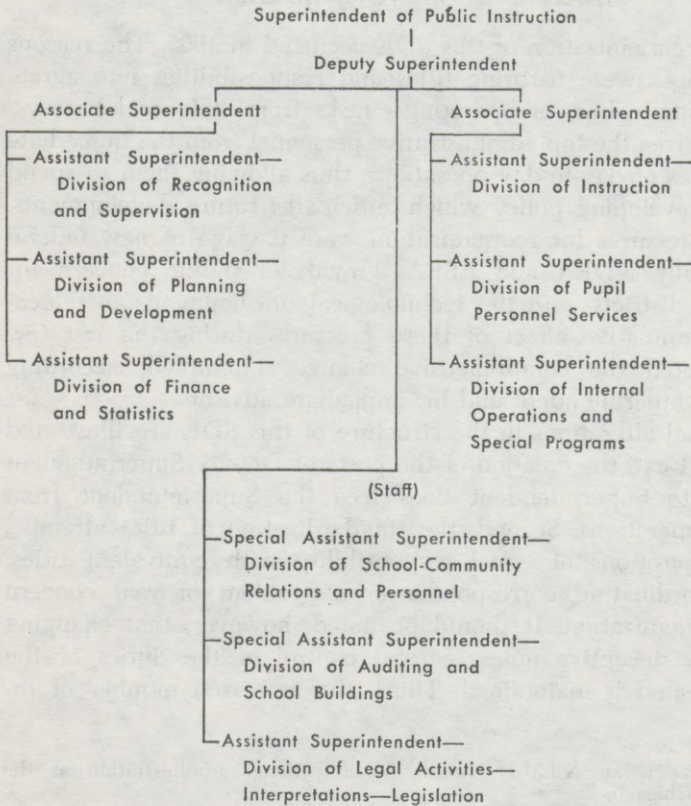


Figure 1. Changes in Organization of a Large SDE between 1964 and 1965

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visions resulting from reorganization includes a separation of three staff—or advisory—divisions from the six line—or operating—divisions. This last change seems to be an important step toward increased efficiency in SDE operations.

Closer examination of the nine divisions of the SDE (Figures 2 and 3) shows the effort that has been made to adapt the Department to the demands of expanding federal programs as well as to meet the requests from local districts. The divisions designated as "staff" in Figure 2 are organized to act in an advisory capacity to the line divisions shown in Figure 3. For example, the Division of Legal Activities provides consultants on legal questions for other members of the SDE in their relationships with the local districts. In addition, the local school districts also have access to these consultants. This results in the lawyers in this division spending almost as much time with persons from local school systems as they do with SDE personnel.

One questionable decision in the reorganization design is the inclusion of the Division of Planning and Development within the line divisions. It was suggested by a few respondents that Planning and Development ought to be a staff responsibility. This opinion was based on the assumption that Planning and Development could be more flexible and innovative if it did not have the immediate responsibility of implementation.

Our observations of the activities of this division however, clarify its placement within the line divisions. The efforts of most people were focused on assisting in the implementation of new developments in local school districts. One reason for the restricted operations of the Planning and Development Division was the decision of the state legislature to cut the division's budget for experimentation. The legislature apparently thought that federal appropriations should replace rather than add to the previously appropriated state monies. The result was no funds from either source.

Nevertheless, the question remains: should a SDE have a division of planning and development included in its staff divisions? The members interviewed expressed a positive attitude toward such a division, but lack of budgetary provisions made creation of it impossible at the time.

Another interesting change in SDE relations with local school districts was the inception of the Department of Regional Program Development under the Division of Recognition and Supervision (see Figure 3). The state has been divided into six regions of approximately equal population except for one large population center.

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### Division of School-Community Relations and Personnel

1. School-Community Relations
  - A. Public Relations
  - B. Education Relations
  - C. Receptionist
2. Personnel

### Division of Legal Activities

1. Legal Advisor
2. District Reorganization
3. School Legislation
4. Legal Advisor—Federal Programs

### Division of Auditing and School Buildings

1. School Auditing
  - A. State Funds
  - B. Federal Funds
2. School Buildings
3. Special Assignments

Figure 2. Organization of Departments within the Staff Divisions of a Large SDE

Division of Recognition and Supervision	Division of Instruction	Division of Pupil Personnel Services
<ol style="list-style-type: none"> <li>1. Regional Program Development</li> <li>2. Teacher Certification</li> <li>3. Safety Education               <ol style="list-style-type: none"> <li>A. Driver Education</li> <li>B. Civil Defense</li> </ol> </li> <li>4. School Lunch</li> <li>5. Pupil Transportation</li> <li>6. Adult Education</li> <li>7. Adult Programs</li> </ol>	<ol style="list-style-type: none"> <li>1. Curriculum Development</li> <li>2. Instructional Materials</li> <li>3. Curriculum Services</li> <li>4. Higher Education               <ol style="list-style-type: none"> <li>A. Junior Colleges</li> <li>B. Nursing Programs</li> <li>C. Teacher Education and Recruitment</li> </ol> </li> </ol>	<ol style="list-style-type: none"> <li>1. Guidance, Title V, NDEA</li> <li>2. Special Education</li> <li>3. Program Development for Gifted Children</li> <li>4. Public Law 89-10, Title I</li> </ol>
Division of Finance and Statistics	Division of Planning and Development	Division of Internal Operation and Special Programs
<ol style="list-style-type: none"> <li>1. Finance</li> <li>2. Statistics               <ol style="list-style-type: none"> <li>A. Statistical Reporting</li> <li>B. Data Center</li> </ol> </li> <li>3. Special Claims and NDEA, Title X</li> </ol>	<ol style="list-style-type: none"> <li>1. Educational Research               <ol style="list-style-type: none"> <li>A. Research and Development</li> <li>B. P.L. 89-10, Title III &amp; IV</li> </ol> </li> <li>2. Program Development               <ol style="list-style-type: none"> <li>A. Coordination of P.L. 89-10</li> <li>B. P.L. 89-10, Title V</li> </ol> </li> <li>3. Educational TV</li> </ol>	<ol style="list-style-type: none"> <li>1. Office Operations</li> <li>2. Metropolitan Area Educational Center</li> <li>3. Business Operations</li> <li>4. Special Program Assignments</li> </ol>

Figure 3. Organization of Departments within the Line Divisions of a Large SDE

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A desire to treat this metropolitan area as a unit caused that one region to be both smaller in area and larger in population than any of the other five. The establishment of regional offices, which are not much beyond the rudimentary stages, are seen as a means by which the SDE will become more effective in assisting local school districts in solving local problems. The present system of the central office dealing directly with 1300 local districts makes it a practical impossibility to give any kind of comprehensive assistance. The SDE is forced into the position of solving problems by formula. The new regional offices will be equipped and staffed to give comprehensive assistance to local districts, thus diverting many problems from the central office. The decentralization of administration, it is said, will permit greater flexibility in the department and relieve the top administrators from specific local problems. When a problem becomes region-wide, or a single problem occurs in several regions, the main office would then step in to search for a solution that would be reasonable for all and form the basis for policy decisions about a relatively widespread problem. The regional office concept may have much to recommend it.

The impact of federal legislation on the reorganization of the SDE is suggested from an examination of Figure 3. Of the twenty-six departments with line responsibilities, four departments are working entirely with federally sponsored programs; three more departments devote over half of their time to these programs; and another nine departments spend substantial time, though less than half, on federal programs. In terms of individual employees, sixty-four of the one hundred thirty-five professionals in SDE office buildings work almost exclusively on federally sponsored programs.

Financial contributions from the federal government to the operations of the SDE also have increased rapidly. The SDE's estimate of its operating costs for 1965-66 was about four million dollars. The federal government's contribution before allocation of Title V of P.L. 89-10 was about one-half million dollars. Title V added another half million dollars. Title I of the same act added more. But, because of varying matching funds and the recency of this legislation, a correlation between the impact of work load and financial assistance from federal programs on the SDE operations was not available. The opinions of some of the respondents indicated that the work load caused by federal programs may require more state financial support than is often assumed. This is not to infer that the federal funds do not cover these additional expenses, but that the infusion of federal funds is not as great an "extra" as the size of the total funds available appear

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to suggest. This is a problem that certainly deserves careful consideration in the near future.

One adjunct to the basic structure of the SDE does not appear on the organizational charts. This is a series of fifty Advisory Committees appointed by the Superintendent. The committees are composed of lay and professional people—not necessarily educators—from all parts of the state. They examine various proposals received from the Superintendent: everything from School Building Codes to specialized curriculum requirements. Their recommendations are completely advisory. Individuals on the committees have no formal ties with the SDE and serve at the pleasure of the Superintendent. The chief value of the committees is seen as providing a broad base for support of proposals by the Superintendent.

The degree of activity of the advisory committees ranges from monthly meetings to mere paper existence, though yearly meetings are the most common. Impending legislation in a particular field or imminent policy decisions by the Superintendent increase the frequency of meetings. Telephone interviews with a few members of these committees left the strong feeling that such committees may be either rubber stamps for ideas previously formulated by the Superintendent, or effective sounding boards for public opinion concerning the business of the SDE. Which role they fulfill depends largely on the committee members selected.

### Personnel

We asked the forty-three respondents questions about their personal and professional backgrounds and their work within the state department of education. The information gathered will not be examined fully at this time; Chapter 3 in this monograph treats the data from all three states. Nevertheless, a few features that pertain more directly to this large SDE than to the other two SDE's deserve attention.

Only eleven of the respondents came into the SDE from a superintendency, which contradicts the common belief that most SDE employees pass through a superintendent's chair on the way to the state department of education. On the other hand, the typical pattern of recruitment from public school systems was apparent in this SDE. Thirty-five of the forty-three respondents had public school experience.

The proportion of employees who have been in this SDE less than four years was considerably higher than that in the other two states used in our studies: 67 per cent compared to 40 and 48 per cent.

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Since the State Superintendent is elected on a partisan ballot, and since the last election was three and a half years ago, the high number of new employees correlates with a hypothesis that there is greater political sensitivity in this state. But correlation does not provide a cause and effect relationship. The large number of new professional employees could be the result of the generally rapid growth in the department in the last four years caused by increased participation in federal programs, or the generally increased public concern about education since the late 1950's. More intensive recruiting could be another contributing factor.

In discussing the political sensitivity of this SDE, some of the respondents openly acknowledged that political patronage is practiced in the hiring of *non*-professional employees. These same respondents maintain that political considerations are *not* dominant in recruitment of professional staff. They state that some members of the opposing party not only have been retained, but also have been promoted since the election. Nevertheless, the respondents recognize that candidates for those professional positions which are primarily regulatory such as transportation, school lunches, and teacher certification are highly susceptible to political pressure. Their remarks suggest that an increase in special skills or knowledge brings with it an increase in power to withstand political change in the SDE.

Opposing this view is the testimony of others who maintain that political influence also pervades the areas of specialization. They state that written endorsement by a ward committeeman is a strong determinant of whether an invitation for employment will be extended. The impact of such testimony is not restricted entirely to whether or not it is true. Its importance is contingent upon the aura it creates around the SDE. If a highly qualified individual is reluctant to apply for a job as a result of the belief that political considerations are used in selecting employees, the already scarce manpower pool is further diminished.

### Activities

A review of the structure and personnel policy of the SDE leads to the question: what do these people do within this structure? Three criteria are used to discuss this question: (1) the number of times an activity was performed by the respondents, (2) the number of times an activity was mentioned by the respondents, and (3) the degree of conflict that was registered among the respondents about the meaning of the activity. Based on these criteria, regulation was the most frequently performed activity; supervision and consulta-

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tion were the most often mentioned, but the least clearly defined; planning and development were often mentioned as hoped-for activities; and allocation of resources was often mentioned, but confused with distribution. Allocation is used here to define the decision-making process that determines which goods and services will be bought and which eliminated in the context of the resources available. Distribution refers to the dispersion of these goods and services to those whom the allocating process has determined will get them.

Regulatory activities are those requiring enforcement of the law. A large portion of the work load of this SDE is expended checking on local districts to insure their compliance with the state school code. The departments of Transportation, Safety Education, Teacher Certification, and School Lunch are engrossed in maintaining state standards. Although the regulatory function is a necessary one in every state department, it is also a function that can be bureaucratized to the point where mere performance of the task obscures its meaning. The following anecdote, though an extreme case, illustrates what can happen.

This SDE maintains a collection of all text books used in the public schools of the state. A section of the school code requires all publishers who sell books to school districts within the state to forward to the SDE a copy of each book. When the person in charge of the collection was asked the purpose of this regulation, the respondent quoted the appropriate section of the school code. Apparently, there is no examination of the content of the texts by anyone in this SDE. The respondent showed no concern about the time consumed gathering what must be considered a largely useless collection. The law *requires* the books to be collected; therefore the books *will* be collected. The idea that the law might be in need of revision did not enter into this individual's conception of the job.

Supervision and consultation are the activities most often mentioned. Helping local districts accomplish the tasks required by the state; making suggestions for possible improvements; and offering workshops for teachers—often using university faculty members—are illustrative of the examples given by respondents. That each of these can be defined as supervision or consultation is not disputed. Confusion arose when respondents were questioned about the means used to carry out the activities. Minimum transportation requirements of distances from schools and safety checks of equipment are enforced. On the other hand, there was no suggestion that students having hour long bus rides could benefit from instruction by placing a teacher on such bus runs. Sex education was seen as a useful addition to the

## Large State Department 133

curriculum in many schools, but unless the American Medical Association were to take the initiative the SDE official responsible for health education could see no reason why he should make any suggestions in this controversial area. If he received a request for material he made it available. He would not offer the material unless the request were made. Workshops were the strongest weapon for improving instruction used in this SDE. These appear to have been energetically promoted, well attended, and well run.

The people responsible for improvement of instruction and introducing new ideas into the local districts often remarked about the reluctance of local districts to be pushed into anything new. The desire for local autonomy is a powerful force preventing many of the SDE personnel from being more effective. Nevertheless, if there is no more than compliance with legislatively established minimums in the work of the supervisors, and if the consultants accept excuses for inadequate programs without spirited prodding, then supervision and consultation are nothing more than euphemisms to describe the regulatory activities. Another cause for retreat into regulation may be sheer lack of staff. To pretend that one man—or even ten men—can visit 1300 school districts and provide useful and stimulating advice to each of them in one year—or ten years—is incredible. Yet, legislative decisions and lack of state financial support have made it difficult for the SDE to solve the problem of manpower needs.

Planning and development are included in almost every division of the SDE. But actual operations in these areas are as yet minimal. The reasons given are lack of adequately trained personnel and lack of funds. Although some experimental programs are operating under the auspices of the SDE, the one most often mentioned by the respondents was created and largely designed by non-SDE personnel brought in as temporary consultants. Once the program became operational, its creators left the department. Although Title V of P.L. 89-10 is giving useful assistance in this area, it is improbable that the SDE in this large state will be able to create an adequate research and development staff in the foreseeable future because of inadequate resources within the SDE, and the national shortage of qualified personnel. The use of temporary consultants as a feasible alternative by which SDE's can introduce change in state educational programs should be given careful consideration.

In this SDE the allocative function is largely restricted to the distribution of educational funds appropriated by state and federal legislatures. The freedom to allocate funds according to the educational requirements of the state is not in the hands of the educational

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leaders in the SDE. The control over appropriations of public funds by the legislature (which is its proper power under the state constitution) has been used to place tight restrictions on the allocation of the appropriations. For example, the attempts of the SDE to increase the use of educational TV in the less populous areas of the state were stymied by legislative decision that federal revenues should be used, even though the leaders in the SDE explained carefully that federal funds could not be used as replacements for state funds. Some effort is now being made to change the tight legislative control. The Superintendent of the SDE has suggested an increased political role for SDE leaders. He was using the word "political" in the larger sense to mean bringing about intelligent understanding and compromise. This avenue is being pursued by at least five of the upper level staff members within the SDE. Hopefully, there will be an increase in the discretion granted to the educational leaders to use funds, especially in the area of development.

## Appendix D

### INTERVIEW SCHEDULE FOR STATE DEPARTMENT OF EDUCATION PERSONNEL

Department of Education, University of Chicago

We are seeking to study the work of state departments of education and the persons doing this work. The following questions are aimed at learning something about the responsibilities of your position and about your own background. Responses will be treated only in statistical summaries; neither state departments nor individuals will be identified by name.

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#### WE WOULD LIKE TO BEGIN BY ASKING SOME QUESTIONS ABOUT YOUR PRESENT POSITION.

1. Are you responsible for just one position or are you presently carrying responsibility for more than one position?
  1. \_\_\_\_one position (on to 2)
  2. \_\_\_\_more than one

If you are carrying more than one position, what is the title of the other position(s)?

What proportion (per cent) of your time do you give the additional position(s)?

How long have you been filling the additional position(s)?

\_\_\_\_years

\_\_\_\_months
2. What is the primary *objective* (responsibility) of your division (office)? (probe: what exactly do you mean by . . .)
3. (Where applicable) What process or procedures are used in seeking to attain the objectives of your department (agency)? (i.e., how do they go about their work?)
4. How many persons are working with you in attaining this objective(s)? (List positions and total number directly related to this specific area of responsibility)
 

professional:

non-professional:
5. What is the title of the person to whom you are immediately responsible?
6. Does your task involve maintaining a working relationship with any of the following?

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group/person	daily con- tact	weekly con- tact	monthly con- tact
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persons in own state department of education (specify)  
 person in other state departments of education (specify)  
 persons in state departments other than education (specify)  
 representatives of the USOE (specify)  
 other (specify)

7. What problems or difficulties have you encountered which hinder achievement of your objectives (as suggested in No. 4)?  
 (probe: internal problems, i.e., resources, administration)  
 (probe: external problems, i.e., school systems apathy)
8. How has Title V affected the nature of your responsibilities?
1. \_\_\_\_\_ created this position
  2. \_\_\_\_\_ modified responsibilities of position (*specify*)
  3. \_\_\_\_\_ no effect on this position
  4. \_\_\_\_\_ no effect to this time

What effect would you expect Title V to have upon your position when fully implemented?

9. We are particularly interested in the effect of Title V of the ESEA upon your position.  
 Are Title V funds used to pay any part of your salary?
1. \_\_\_\_\_ yes
  2. \_\_\_\_\_ no
  3. \_\_\_\_\_ DK
- What  
 portion? \_\_\_\_\_ per cent

10. It is important to our study that we learn something of the background of members of your state department of education.  
 Was your father an educator?  
 If so, elaborate.  
 If not, what was his occupation?

11. In addition to your present residence, what states have you lived in?  
 What cities over 100,000?
- | <i>States</i> | <i>Cities</i> |
|---------------|---------------|
|---------------|---------------|

12. Can you list for us all positions you have occupied? Please start with your present position in the state department.

Position—description	date started
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1. present position

Interviewer: Begin with present position—date, work toward first job after graduation. Make sure you have beginning dates for each

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position, even if only an approximation. Make sure you have starting date in department. Make sure you have noted any instances of leaving the department to return later. IF THIS DOES NOT GIVE US RESPONDENT'S AGE, ASK!

13. Where did you receive your formal *higher* education?  
*degree/hours      date      major/field      institution*
14. Have you received any additional formal education since joining the state department? \_\_\_\_yes \_\_\_\_no (if yes, specify)
15. If, for whatever reason, you would leave the \_\_\_\_\_ state department, at that time what do you think you would do?

## Appendix E

## CHIEF STATE SCHOOL OFFICER INQUIRY: TITLE V

Title V of the Elementary and Secondary Education Act is explicitly directed at strengthening state departments of education. This questionnaire seeks to determine your views as to how effective Title V has been, or will be, in strengthening your state department of education. What do you see as the major strengths of legislation such as Title V? The major weaknesses? How do you think Title V might be improved? How has it been used in strengthening your own state department of education?

We realize that you are an exceptionally busy person. In order to use your time most efficiently we have tried to keep the questionnaire brief and to ask questions which might be answered right from your desk (e.g., questions requiring approximations and opinions).

## 1. State:

Title of principal respondent:

2. At this time, how would you assess the probable contribution of Title V in strengthening your department of education? (check one)
  1. \_\_\_\_\_very great contribution
  2. \_\_\_\_\_substantial contribution
  3. \_\_\_\_\_little contribution
  4. \_\_\_\_\_no contribution
3. Will you please identify, and describe briefly, *just* the 3 or 4 program activities you regard as your departments most significant Title V undertaking?
4. Of these undertakings, which *one* do you feel will make the greatest contribution in strengthening your state department of education?
5. If forced to choose between the following alternatives, which would you say *best* described your department's Title V undertakings? (check one)
  1. \_\_\_\_\_Our activities are essentially geared toward strengthening *existing* programs (i.e., programs initiated prior to 1965)
  2. \_\_\_\_\_Our activities are essentially geared toward initiating *new* programs (i.e., programs not existing prior to 1965).
6. What was the title of the person most responsible for developing your Title V proposal?
7. Can you provide estimates for each of the following items in regard to your department's operating funds for fiscal 1964-1965? We appreciate the difficulties involved here; we will be pleased to accept your best estimate.

total operating budget, 1964-65..... \$ \_\_\_\_\_  
 state contribution to operating budget 1964-1965.... \$ \_\_\_\_\_  
 federal contribution to operating budget 1964-65.... \$ \_\_\_\_\_

8. Title V requires that a departmental evaluation be conducted and that a sophisticated proposal be developed. How much of a burden do you feel these activities have been upon your department? (check *one*)
  1. \_\_\_\_\_considerable burden, many other activities temporarily slighted
  2. \_\_\_\_\_some burden, but not so great that other activities were affected.
  3. \_\_\_\_\_no burden at all, handled routinely.
9. Did you or your staff meet with representatives of the USOE in developing your proposal? \_\_\_\_\_YES \_\_\_\_\_NO  
 If yes, where did you meet: Washington, D.C.? regional meetings? own capital? elsewhere? (please specify) How often?
10. How many full-time, professional staff members did you have in your department in January, 1965?
11. How many new professional positions were to be filled through Title V during 1965-1966?  
 Of these positions how many have been filled to date?
12. Please tell us something about the problems of finding or employing suitable personnel in each of the positions not yet filled.
13. What has been the source of new personnel to fill positions created under Title V?  
 How many from your own department of education?  
 How many from other state departments of education?  
 How many from local school districts?  
 How many from county school systems?  
 How many just out of college?  
 How many from industry or business?  
 How many from other sources? (specify)
14. Approximately what proportion of funds allocated to your state under Title V were requested in your 1965-1966 proposal?  
 If less than 100 per cent, why was it that all funds allocated were not requested in your proposal?
15. Of the funds actually granted your department under Title V in fiscal 1965-1966, approximately what proportion did you or will you, actually spend?  
 If less than 100 per cent, why was it that all funds granted were not, or will not be, utilized in this period?
16. Have you encountered any particularly aggravating administrative problems in working with Title V? \_\_\_\_\_YES \_\_\_\_\_NO  
 If YES, can you suggest the nature of those difficulties?

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17. What is the title of the person most directly responsible for the implementation of Title V?  
 What proportion of his time is devoted to Title V?  
 What are his other duties?
18. Have you encountered any difficulties in implementing the programs or activities proposed under Title V?   \_\_\_YES   \_\_\_NO  
 If YES, can you suggest the nature and cause of these difficulties?
19. Please check those areas where you believe Title V has fostered modification of previous procedures.
- A. Professional Personnel Policies Modified?
1. \_\_\_recruitment
  2. \_\_\_selection
  3. \_\_\_salary policy
  4. \_\_\_in-service policy
  5. \_\_\_opportunities for professional advancement
  6. \_\_\_travel

For each item checked, please comment upon the nature of the modification resulting from Title V.

B. General Structure of the Department Modified?

1. \_\_\_same structure, but new or substantially modified responsibilities for certain positions.
2. \_\_\_new or substantially modified organizational structure

For the item checked, please comment upon the nature of the modification resulting from Title V.

20. Briefly, how do you feel at this time about the appropriateness of Title V in the context of proper federal-state relations in education?
21. At the present time, how would you evaluate Title V legislation? (check one)
1. \_\_\_satisfactory as is
  2. \_\_\_good start, minor changes required
  3. \_\_\_acceptable beginning, major changes required
  4. \_\_\_unacceptable at present, massive changes required
  5. \_\_\_entirely unacceptable, discontinue
22. What modification would you suggest at this time for making Title V more useful in strengthening your state department of education?
23. Are there any other aspects of Title V which you feel should be brought to our attention as we attempt to assess its importance in strengthening state departments of education? We will be appreciative of any additional insights you might provide. (use back if necessary)
24. Indulging in a bit of wishful thinking, how would you want to utilize a 25 per cent increase in funds provided your department under Title V?

## APPENDIX E

### Correspondence Concerning Provisions of the Vocational Education Act of 1963, Impacted Areas Legislation (Public Laws 815 and 874); S. 1700 and S. 1995

U.S. SENATE,  
COMMITTEE ON AERONAUTICAL AND SPACE SCIENCES,  
August 15, 1967.

HON. WAYNE MORSE,  
*Chairman, Labor and Public Welfare Subcommittee on Education,*  
*U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: For the past several years the New Mexico Congressional Delegation has been asked to seek special appropriations for school construction in school districts near or adjoining Indian reservations. These peripheral school districts not only have the responsibility for their own children but they are trying in every way to make it possible for Indian children to enter the public schools.

The acceptance of these Indian children is placing a burden on poor school districts over and above what they are able to bear. In most cases, these districts have exhausted their bonding authority and used what P. L. 815 funds are available as well as any allotments of state funds.

The Federal Government has a responsibility to the Indians and should provide the necessary financial assistance to construct school facilities equal to those provided for off-reservation children. As the law now stands these peripheral school districts cannot qualify for sufficient Government funds to pay the Federal share of construction costs. Many of these schools conduct classes in old frame barracks; such has been the case at Jemez and Tularosa. After more than four years of work, we are just now beginning to provide some of the facilities needed. There is a dire need in the Grants School District which includes the Acoma and Laguna Indian Reservations.

Much has been said about the education of the Indians so that they can take their place in the mainstream of our society. A primary requisite is educating these people in an atmosphere that will instill confidence and make them feel comfortable in their association with the white man. The Administration has proposed an amendment to Sec. 14 of Public Law 81-815 to make it easier for these peripheral schools to meet their obligation to provide a free education to Indian children whose parents live on tax-exempt Federal property. This amendment should clear up the problem of "minimum facilities" so that the Government can make its contribution toward a complete educational plant.

We strongly support this amendment. It will remove the necessity of our going annually to the Appropriations Committee seeking special appropriations to assist these districts. The Appropriations Committees are opposed to legislating in an appropriations bill and we are sure they would welcome this amendment to the law.

We appreciate the opportunity of bringing this matter to the attention of your Committee and request that this letter be made a part of the record.

Sincerely yours,

CLINTON P. ANDERSON,  
*U.S. Senator,*  
JOSEPH M. MONTOYA,  
*U.S. Senator.*

U.S. SENATE,  
 COMMITTEE ON AERONAUTICAL AND SPACE SCIENCES,  
 June 14, 1967.

HON. LISTER HILL,  
 Chairman, Labor and Public Welfare Committee,  
 U.S. Senate.

DEAR MR. CHAIRMAN: I am referring for your information and comment the enclosed copy of letter from Mrs. Abad Martinez of Taos, New Mexico, concerning the Education and Labor Amendment to the Vocational Act of 1963 having to do with home economics education.

Sincerely yours,

CLINTON P. ANDERSON.

TAOS, N. MEX., June 8, 1967.

Senator CLINTON P. ANDERSON,  
 U.S. Congress,  
 Washington, D.C.

HON. SENATOR ANDERSON: I am writing you this letter in the interest of the Education and Labor Amendment to the Vocational Act of 1963. If this Act is passed, it will liberalize the use of Federal funds under the Act for Home Economics Education, so as to expand and strengthen programs for both useful and gainful employment in occupations involving home economics knowledge and skills.

We are very concerned about our program in home economics here in Taos, New Mexico as we are situated in a rural area and the home economics occupational opportunities are limited and practically non-existent, therefore this community, its schools and others like ours here in New Mexico cannot provide on-the-job training experience necessary to gain proficiency in the skill.

Another item of importance is the fact that New Mexico ranks eighth in the Nation in frequency of marriage. This in itself substantiates the need for strengthening and expanding home economics with emphasis on homemaking at the high school level. Girls will continue to get married and become homemakers, many upon completion of high school, whether they work or not. Home Economics is the one and only subject taught in high school that prepares them specifically for this important role. Our State leads the Nation with the highest infant mortality rate; thus pointing out a need for more and better training of mothers in baby care.

So you can see that the passage of this Vocational Act of 1963 is of great importance and meaning to the State of New Mexico.

I am also writing this letter as a housewife, parent of three daughters and in the interest of the welfare of our community, schools and homes. Thank you.

Sincerely,

Mrs. ABAD MARTINEZ.

TAOS HIGH SCHOOL,  
 Taos, N. Mex., June 9, 1967.

HON. CLINTON P. ANDERSON,  
 U.S. Senate,  
 Washington, D.C.

DEAR SENATOR ANDERSON: I am writing you concerning the importance of the home economics program in our high school and the other schools throughout Northern New Mexico.

A majority of our girls get married and become homemakers soon after graduation. New Mexico ranks 8th in the nation in frequency of marriage. This fact alone shows the need for the expanding of the home economics program in our high schools. This program is the only one taught in the high school that specifically prepares the student for her future role as wife and homemaker.

The home economics program is a very important and popular one in the Taos High School. We have two teachers working on a team-teaching basis in the program. We will start a new home economics course in Vocational Education next fall.

This vocational course will train both boys and girls to be employed in restaurants, hotels, cafeterias, nursing homes, hospitals, resorts and clubs. There is a real need for employees in these occupations in our community. Jobs such

as these can eventually lead to better paying jobs in the future, with the proper background and training.

I personally feel that we need a program of this type in our school and that these programs are needed in other high schools in New Mexico. To make this a reality, we need your support in passing the amendment to the Vocational Act of 1963. We have appreciated your support on many issues in the past. We certainly hope you can help us on this one.

Sincerely yours,

WILLIAM PARR, *Principal.*

U.S. SENATE,  
COMMITTEE ON AERONAUTICAL AND SPACE SCIENCES,  
*June 1, 1967.*

HON. WAYNE MORSE,  
*Chairman, Education Subcommittee  
Labor and Public Welfare Committee.*

DEAR MR. CHAIRMAN: The enclosed copy of letter from Mrs. Catherine D. Myers, State Supervisor, Home Economics Education, University Park, New Mexico, concerning the amendment to P.L. 88-210 relating to Vocational Home Economics, is being referred to your subcommittee for consideration.

Sincerely yours,

CLINTON P. ANDERSON.

STATE OF NEW MEXICO,  
DEPARTMENT OF EDUCATION,  
VOCATIONAL EDUCATION DIVISION,  
*Santa Fe, May 22, 1967.*

HON. CLINTON P. ANDERSON,  
*Senator from New Mexico,  
Washington, D.C.*

DEAR SENATOR ANDERSON: In behalf of the State Department of Vocational Education, Home Economics Division, and the 100 Vocational Home Economics Teachers in New Mexico, I urge your support and leadership in the amendment to P.L. 88-210 related to Vocational Home Economics. . . . It is important that the Bill be amended to read, "For both useful and gainful employment" wherever the words, "Gainful employment" are specified through the Bill.

This is of the utmost importance to New Mexico since so many departments are in small rural schools. This amendment to the Vocational Education Acts of 1963 would liberalize the use of Federal Funds in expanding and strengthening Home Economics Programs.

Although you are not a member of the Committee on General Education, your support, as our representative on Capitol Hill, will be greatly appreciated, if and when the matter comes up for a vote.

Sincerely yours,

Mrs. CATHERINE D. MYERS,  
*State Supervisor, Home Economics Education.*

U.S. SENATE,  
COMMITTEE ON APPROPRIATIONS,  
*May 11, 1967.*

HON. WAYNE MORSE,  
*U.S. Senate.*

DEAR WAYNE: On May 8, I introduced a bill to amend the Adult Education Act of 1966 in order to provide an allotment of \$100,000 for Adult Basic Education in each State. This bill will correct a legislative oversight and will permit the smaller States to participate fully in this important program.

Enclosed is a copy of my introductory statement as it appears in the Congressional Record. A copy of the bill is also enclosed for your perusal.

You are respectfully invited to join me in sponsoring this bill. Should you care to do so, please contact Mr. Dennis Simmons of my Staff, extension 3542, at your earliest convenience.

Cordially,

ALAN BIBLE.

[From the Congressional Record, May 8, 1967]

AMENDMENT OF THE ADULT EDUCATION ACT OF 1966

Mr. BIBLE. Mr. President, I introduce for appropriate reference a bill to amend the Adult Education Act of 1966, which is found in title III of the Elementary and Secondary Amendments of 1966.

Mr. President, the purpose of this bill is to correct a legislative oversight that could cause irreparable harm to adult basic education programs in the smaller States in fuller participation in achieving part B, of title II of the Economic Opportunity Act of 1964, the Adult Basic Education Act contained an important provision permitting the less populated States fuller participation in achieving the overall objectives of the program. That allotment provision was contained in section 215(a) of title II-B. This was the forerunner to our present Adult Education Act. The particular excerpt to which I refer reads as follows:

"The amount allotted to any State under the preceding sentence for any fiscal year which is less than \$50,000 shall be increased to that amount, the total thereby required being derived by proportionately reducing the amount allotted to each of the remaining States under the preceding sentence, but with such adjustment as may be necessary to prevent the allotment of any such remaining States from being thereby reduced to less than \$50,000."

This statement was a vital part of the legislation which formerly governed the adult basic education program. But it was inadvertently omitted from title III of the Elementary and Secondary Amendments of 1966, which now is the governing legislation for the present adult basic education program.

The allotment provision in the present act sets out a formula for the distribution of funds, but does not allow for a minimum base. This greatly reduces program involvement in 10 States. A pertinent section of that formula reads as follows:

"From the remainder of such sums he shall allot to each State an amount which bears the same ratio to such remainder as the number of adults who have completed not more than five grades of school (or have not achieved an equivalent level of education) in such State bears to the number of such adults in all States."

Mr. President, without a minimum availability feature in the present act, States such as Alaska, Delaware, Idaho, Montana, Nevada, New Hampshire, South Dakota, Utah, Vermont, and Wyoming will participate in the adult basic education program at a greatly reduced level. Yet their educational opportunities problems are just as serious as those in larger States.

This means in essence that those participants presently attending adult basic education classes may never be able to complete their program. This means that a very serious limit will be placed on the number of new participants that can enter the program. This means that new materials and innovative methods may never be tried. And this means that severe reduction in program funds will seriously reduce all of the positive aspects the program has fostered thus far.

I am not asking that the language previously included in title II-B of the Economic Opportunity Act be reinstated in title III of the Elementary and Secondary Amendments. I am proposing to go beyond the minimum availability clause previously stated, and rewrite an amendment to reflect a minimum amount of \$100,000 to all States. This will insure that present adult basic education programs in the less populated States will continue to show program growth and development.

The \$100,000 minimum would also enable other States such as Maine, Nebraska, and North Dakota, to participate to a fuller extent since they fall between \$50,000 and \$100,000 in receiving adult basic education program funds.

The adult basic education program has been exceedingly popular with the people. Since Congress enacted the law only a short 3 years ago, more than one-half million undereducated adults have learned to read and write. Many thousands are now leading productive lives as a result of this adult educational opportunity and our country is richer in human resources. The passage of the proposed amendment will strengthen this important program.

The PRESIDING OFFICER. The bill will be received, and appropriately referred.

The bill (S. 1700) to amend the Adults Education Act of 1966 in order to revise the allotment formula under the provisions of such act, introduced by Mr. BIBLE, was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

[S. 1700, 90th Cong.; first sess.]

A BILL To amend the Adult Education Act of 1966 in order to revise the allotment formula under the provisions of such Act

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the first sentence of subsection (a) of section 305 of the Adult Education Act of 1966 is amended to read as follows: "From the sums available for purposes of section 304(b) for any fiscal year, the Commissioner shall allot (1) not more than 2 per centum thereof among Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands according to their respective needs for assistance under such section, and (2) \$100,000 to each State."

SEC. 2. The amendment made by this Act shall be effective for fiscal years beginning after June 30, 1967.

U.S. SENATE,  
COMMITTEE ON APPROPRIATIONS,  
April 25, 1967.

HON. WAYNE MORSE,  
*Chairman, Education Subcommittee, Committee on Labor and Public Welfare,  
U.S. Senate.*

DEAR SENATOR MORSE: It is my understanding that early in May your subcommittee will conduct hearings on S. 1125, and that you may in the same proceedings consider H.R. 7819.

I am interested in seeing that the temporary provisions of Public Law 815, Sections 5(a) (2) and 5(a) (3), which expire June 30, 1967 be extended. As you know, this is necessary in order that school districts in Federally impacted areas may continue to receive construction funds based upon the number of children who reside on Federal property or reside with a parent employed on Federal property, but not both, and the so-called "contract type" children.

I am advised a very substantial part of the assistance which many states have received has been based upon children who are covered by the above temporary provisions. It is, of course, the more usual situation for people who are drawn to areas for Federal employment to live on non-Federal property. The demands placed upon the local school districts are increased just as much by the educational requirements of children involved in this situation as they are by children whose parents live and work on Federal property and who are covered by the permanent provisions of the Act.

To compound the problem, under the present eligibility requirements, many school districts cannot qualify for Federal assistance for children under the permanent provisions of the Act unless these children can be combined with those who are covered under the temporary provisions.

In my state of Nevada, funds made available as a result of the temporary provisions have greatly benefitted the local districts and have helped them to meet demands which would otherwise have been impossible.

To illustrate: Under the combined permanent and temporary provisions of the Act, Nevada's F.Y. 1967 estimated entitlement is \$2,358,622.00. Without the benefit of the temporary provisions which expire June 30 of this year, Nevada's F.Y. 1968 estimated entitlement is \$115,833.50, a decrease of \$2,242,788.50.

I am advised that for the nation as a whole, there are approximately five times as many children counted for eligibility and entitlement under the temporary provisions of the Act as there are counted under the permanent provisions.

In Clark County, Nevada, there are 50 children eligible to be counted under the permanent provisions as compared with 3,098 under the temporary provisions—over 60 times as many! It is not necessary to further comment on the great detriment to the educational program which will be experienced in Nevada if the temporary provisions are not extended.

Current defense efforts in the Far East and the corresponding build-up at our defense installations and other activities are increasing the load on the local school districts, and great numbers of children will be denied the educational opportunities which should be made available to them if this type of Federal assistance is discontinued. I feel strongly that every effort should be made to continue such assistance in Federally affected areas, and I can assure you that as a member of the Senate Appropriations Committee, I will do all I can to see

that funds are appropriated to fully fund this program in accordance with the authorizing legislation.

Your sympathetic consideration of this matter will be greatly appreciated.  
Cordially,

ALAN BIBLE.

U.S. SENATE,  
COMMITTEE ON FINANCE,  
Washington, D.C., September 11, 1967.

Hon. WAYNE MORSE,  
Chairman, Education Subcommittee,  
Washington, D.C.

DEAR SENATOR MORSE: Enclosed is a telegram I have received in support of S. 1995. I would be happy to have it included in the record if possible, or in any event made a part of your files.

Sincerely,

VANCE HARTKE.

[Telegram]

GRAND JUNCTION, COLO.,  
August 25, 1967.

Senator VANCE HARTKE,  
Washington, D.C.:

The executive board of the Mountains Plains Adult Education Association today by motion supported S. 1995. We support ESEA amendment that provide opportunities for adults to complete high school and recommend the pattern of operation of adult basic education programs continue and expanded to include high school classes.

PRESIDENT MTAFA.

U.S. SENATE,  
COMMITTEE ON FOREIGN AFFAIRS,  
August 7, 1967.

Hon. LISTER HILL,  
Chairman, Committee on Labor and Public Welfare,  
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed is a copy of a letter I received from Mr. William C. Wolf, Director of Research at the University of Massachusetts, concerning authorization for funds for vocational education research.

As I understand it, there is a provision in S. 1125, presently under consideration by your committee on this subject, and I would appreciate your making Mr. Wolf's letter a part of the record of your proceedings on this legislation.

With best wishes,

Sincerely yours,

THOMAS J. DODD.

THE COMMONWEALTH OF MASSACHUSETTS,  
UNIVERSITY OF MASSACHUSETTS,  
SCHOOL OF EDUCATION,  
Amherst, July 24, 1967.

Hon. THOMAS J. DODD,  
Washington, D.C.

DEAR SENATOR DODD: The University of Massachusetts is submitting a research proposal to the United States Office of Education under the provisions of the Vocational Education Act of 1963, P.L. 88-210, Section 4(c). The project title is: "The Development of a Regional Distributive Teacher Education Program: Phase II (#70551)."

Intensive planning during the past three years has gone into the design of this program which will serve Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont. This New England regional program will fit into the long-range plans of the New England Board of Higher Education which is seeking to improve and expand specialized educational services by avoiding duplication among the universities and colleges of the six states.

House bill 6320 is now being considered by the United States Senate. The passage of this bill at *not less than \$13,550,000 for research in vocational education*

would provide funds for this program. This development in teacher preparation would be a factor in promoting the business, educational, and economic growth of New England.

I hope this information will be of value to you as you examine and make decisions about the details of this bill. Your support will be appreciated.

If you have questions or need additional information, please feel free to write or telephone my office.

Sincerely,

WILLIAM C. WOLF,  
*Director of Research.*

U.S. SENATE,  
COMMITTEE ON LABOR AND PUBLIC WELFARE,  
*Washington, D.C., September 21, 1967.*

HON. WAYNE MORSE,  
*Chairman, Subcommittee on Education, Committee on Labor and Public Welfare,  
U.S. Senate, Washington, D.C.*

DEAR WAYNE: For your information and consideration, I am enclosing herewith a letter I have received from Senator Edward W. Brooke, with an attached communication from Mr. Harold G. Norton, Superintendent of Schools of Ayer, Boxborough and Shirley, Massachusetts, concerning Public Laws 874 and 815.

I am also enclosing a copy of my reply to Senator Brooke, which is self-explanatory.

With best wishes, I am,  
Very sincerely,

LISTER HILL, *Chairman.*

Enclosures.

U.S. SENATE,  
COMMITTEE ON AERONAUTICAL AND SPACE SCIENCES,  
*September 19, 1967.*

HON. LISTER HILL,  
*Committee on Labor and Public Welfare,  
U.S. Senate.*

DEAR MR. CHAIRMAN: It would be greatly appreciated if the matters raised in the attached letter from Superintendent Harold G. Norton of the Public Schools of Ayer, Boxborough and Shirley could be referred to the appropriate subcommittee for consideration.

An acknowledgement that I could forward to Mr. Norton would be greatly appreciated.

Sincerely yours,

EDWARD W. BROOKE.

PUBLIC SCHOOLS, AYER, BOXBOROUGH, SHIRLEY,  
*Ayer, Mass., September 7, 1967.*

HON. EDWARD W. BROOKE,  
*U.S. Senate, Washington, D.C.*

MY DEAR SENATOR BROOKE: On behalf of the Towns of Ayer and Shirley, acting through their School Committees, I respectfully urge your support to the extension of Public Laws 874 and 815 to June 30, 1969; also that you urge that the method of determining rates from comparable schools to group rates be deferred until June 30, 1969.

Your support will be greatly appreciated.

Very truly yours,

HAROLD G. NORTON,  
*Superintendent of Schools.*

CONGRESS OF THE UNITED STATES,  
JOINT COMMITTEE ON ATOMIC ENERGY,  
*September 18, 1967.*

HON. WAYNE MORSE,  
*Senate Office Building,  
Washington, D.C.*

DEAR SENATOR MORSE: I am pleased to call to your attention the letter of Mr. Raymond P. Casey, the Supervisor of Grant Programs for Public Schools

in the City of Warwick, Rhode Island, who supports S. 1125, the proposed amendments to the Elementary and Secondary Education Act.

With best wishes, I am,  
Sincerely yours,

JOHN O. PASTORE,  
U.S. Senator.

CITY OF WARWICK PUBLIC SCHOOLS,  
Warwick, R.I., September 14, 1967.

Senator JOHN O. PASTORE,  
New Senate Office Building,  
Washington, D.C.

DEAR SENATOR PASTORE: On behalf of the Warwick School Department, may I express our keen interest in certain amendments to the E.S.E.A. of 1965 which may be considered in hearings on S. 1125 during early October. This matter concerns extension of the temporary provisions of P.L. 815 which expired on June 30, 1967.

We are presently engaged in a \$6.3 million dollar school construction program. Depending on the number of pupils enrolled in our schools whose parents are federal employees, we expect to qualify for construction funds. Therefore we would be most appreciative of your efforts and attention to passage of this extending legislation.

May I hear from you regarding progress in this matter.

Very truly yours,

RAYMOND P. CASEY,  
Supervisor of Grant Programs.

AMERICAN ASSOCIATION OF JUNIOR COLLEGES,  
Washington, D.C., September 11, 1967.

Senator WAYNE MORSE.

DEAR SENATOR MORSE: I appreciated very much the opportunity to talk to you about the Vocational Education Act and some of our other concerns. I am enclosing the testimony which AAJC presented on April 13 to the Pucinski subcommittee and we would welcome the chance to discuss this further.

Our Association believes that the failure of the Vocational Education program to include college-level institutions in a number of states is a matter of major national concern and violates the intent of the 1963 Act. Our Commission on Legislation has devoted several all-day sessions to this matter in the past three years, and we testified before the House subcommittee in 1966 as well as 1967. We have also held a number of meetings with federal officials, and many of our state people have worked in their own states to try to resolve this matter, often to no avail. The state university and state college associations have formerly endorsed our requests for changes, last November, and I believe that ACE would take the same view.

There is a built-in difficulty in the VEA program which will probably become more serious each year, because state agencies which are usually oriented toward secondary education and manned by people with secondary school backgrounds are administering large sums which may go to college-level programs. Junior colleges increasingly are organized and financed under separate local and state agencies, as part of higher education rather than secondary education, and this trend will continue. Yet they must compete for VEA funds with secondary school systems, also in need of assistance.

Further, the VEA programs are administered at least in some states in a quite subjective manner by state directors and boards not only oriented toward secondary education but quite autonomous, and very often, not subjected to very effective oversight on either the state or federal level. This means that they are often free to commit large federal sums, with even larger state and local matching, by quite subjective standards, awarding funds or not awarding as they see fit. In many cases the director, the staff man protected by state civil service, appears to be making most of the decisions rather than the state board.

The set-aside for junior college facilities funds for which you are primarily responsible has probably done more to stimulate junior college development in many states than any other federal program as you know. The set-aside approach

helps to define the ground rules for junior colleges as well as other colleges, and helps to establish a firm national policy. Further, the Facilities Act itself, as it is administered through the state commissions, has a firm and quite objective set of rules which makes purely subjective judgments about the awarding of funds almost impossible.

Given the popularity of the existing Vocational Education program, we realize that it is difficult to make changes in it. For this reason, a wholly new title, like the College Technical Education Act of 1962 and 1963, might be a better way to aid college-level vocational and technical programs, without interfering with the present VEA. We have suggested a number of other changes, major and minor, which we believe would also stimulate the participation of junior colleges in VEA in those states which now do not include them. Simply enforcing the "role and extent" clause in the VEA regulations, which we believe is not taken seriously at present, would probably help.

There is one other step which I would like to suggest, which your office or the Senate Subcommittee on Education could take, and which I believe would be very helpful to Congress, the executive branch, and others in reviewing this problem.

I believe it would be very helpful to request the Office of Education to collect information on the extent of college-level participation in VEA in each state, and also information on the extent of the present and projected system of post-secondary area schools in each state.

At present, as our statement points out on p. 9-11, USOE does not ask the state directors to submit information on the names and locations of colleges which receive VEA funds, the amounts they receive, or the enrollments in the state directors to submit information on the names and locations of colleges programs covered. In other words, no member of Congress or the executive—or anyone else in the country has information on how much federal VEA support actually goes to individual institutions in his state or district. This is quite unlike the situation in most federal aid programs, in which quite detailed information is available.

USOE collects data on the total "post-secondary" support awarded in each state, but does not ask the states which institutions receive this support and how much goes to colleges, junior colleges, technical institutes, junior colleges, and to area schools operated by secondary school systems. But it would be a simple matter for them to address a letter to the 50 state VEA directors, asking for this information which they must have readily available.

USOE has issued some reports which indicate that about 1000 to 1100 "area schools" and locations of these schools, how many are post-secondary (or will offer post-secondary programs) or other such details. Again, such details could easily be obtained by a simple letter to the 50 state directors. This is also an important matter of public policy because federal, state, and local governments are now committing many millions to the construction and operation of what is in part an entirely new educational system. In some states we have reason to believe that this system, which often operates through the secondary schools, duplicated or will duplicate vocational programs already provided by junior colleges or other colleges. Because of the large sums involved for highly specialized programs, we believe there is a possible waste and duplication here which should be reviewed by federal and state authorities. But USOE does not collect nor publish information on the nature and extent of this system.

Asking USOE to gather this information would be in line with your announcement earlier this year that you plan a review of major federal aid-to-education programs. Since the pending House bill would greatly increase the several hundred million dollars per year which now goes to this program, on the federal, state, and local level, such a review by the Senate Subcommittee would appear to be in order, and would give Congress a much clearer picture of how these funds are being spent.

I will much appreciate your comments.

Sincerely yours,

JOHN P. MALLAN,  
*Director of Governmental Relations.*

Enclosure.

A MEMORANDUM PREPARED FOR THE HEARING OF THE HOUSE GENERAL SUBCOMMITTEE ON EDUCATION ON APRIL 13, 1967, RE TITLE II OF H.R. 6230, H.R. 2366, H.R. 7380, AND RELATED BILLS ON VOCATIONAL EDUCATION. SUBMITTED BY KERMIT C. MORRISSEY, PRESIDENT, COMMUNITY COLLEGE OF ALLEGHENY COUNTY, PITTSBURGH, PA., AND FORMER CHAIRMAN, MASSACHUSETTS BOARD OF REGIONAL COMMUNITY COLLEGES, ON BEHALF OF THE AMERICAN ASSOCIATION OF JUNIOR COLLEGES

*The Junior College and the Federal Vocational Education Act*

I. A GENERAL STATEMENT OF THE PROBLEM

The Vocational Education Act (VEA) of 1963 is intended to assure that persons of all ages in all parts of every state have ready access to high-quality vocational education at a level suited to their needs and abilities and related to the nation's need for highly skilled manpower.

Nevertheless, a great many young people and adults in many states are not benefiting adequately, if at all, from this program at present, at least at the postsecondary and adult levels. One reason for this is the limited amount of federal support available. Representatives Carl D. Perkins, Roman C. Pucinski, and other sponsors of H.R. 2366, H.R. 7380, and related bills, are to be congratulated for their efforts to increase the total funds available.

Another reason is that the resources of the nation's two-year colleges, technical institutes, four-year colleges, and universities are not being utilized fully or effectively in the program. This is true in the education of postsecondary and adult students, in research and innovation, and in teacher training—all areas of great concern to the nation's institutions of higher education. The recent blue-ribbon Presidential Commission on Technology, Automation, and Economic Progress gave special attention to the nation's unmet needs in postsecondary vocational education, and the role of college-level institutions in meeting these needs.<sup>1</sup>

The Vocational Education Act is permissive. That is, it gives state boards of vocational education, many of which are oriented toward elementary and secondary education, sole discretion to distribute funds. Some state boards have chosen to award little or no support to junior colleges or four-year colleges, and others are establishing new systems of postsecondary "area schools" which may offer vocational courses in geographic areas where junior colleges or other colleges are already providing vocational programs, or actively planning to do so. This may result in a duplication of expensive facilities and staff, and a waste of federal, state, and local tax dollars. The growth of this new area school system, although it may serve very useful purposes in some cases, should itself be the subject of careful review by the United States Office of Education, Congress, and the appropriate state and local officials.

In most states, junior colleges as well as four-year colleges are administered by boards or agencies other than the board of vocational education. In these states, there may be inadequate communication between these two separate systems, one addressed primarily to elementary-secondary education and the other primarily to higher education.

In some instances, state boards of vocational education have simply not included junior colleges and four-year colleges in the program. In others, state boards have required adherence to teacher certification laws or other regulations which are not appropriate professionally for college-level programs. In a number of instances, state boards have not made copies of relevant state and federal public documents, such as the state plan and regulations and announcements, readily available to college-level institutions.

As a result, the Commission on Legislation of the American Association of Junior Colleges has urged both statutory and administrative changes in the program. Similarly, the National Association of State Universities and Land-Grant Colleges, and the Association of State Colleges and Universities, at their November 1966 convention, urged amendments to permit colleges to participate more fully and asked that special attention be given to teacher education. Member colleges of these three associations together enroll a good majority of the nation's college students and have a special interest in innovation and teacher training.

<sup>1</sup> *Technology and the American Economy*, 1966.

Although federal law requires "representatives" of higher education, many state boards have not involved these representatives in a meaningful way in decision-making and planning. Further, although federal regulations require (Section 104.3) that state boards report to the Office of Education (USOE) the "role and extent" of college-level participation in the program, this has not been interpreted by the USOE to mean that state boards must report the *names* of postsecondary institutions which receive federal assistance, the *enrollments* at such institutions, nor the *dollar amounts* in federal VEA support which they receive. Further, state boards do not report on the frequency of meetings with their higher educational representatives, nor the extent to which such representatives are otherwise actually involved in decision-making or planning. Many such representatives do not appear to be in close contact with other state or local higher educational officials, such as state directors of junior college education.

Federal law does not require that *objective* criteria be developed for the awarding of funds—for example, support on a per-student basis. As a result, in many states decisions are made on a highly subjective basis. As a contrast, under the Higher Education Facilities Act, criteria for awards are clearly and objectively set forth in a state plan which is made available to all potential applicants, there are clearly defined deadlines, all meetings related to the awarding of funds must be public, a public record must be kept, and there is a clearly defined appeals procedure. The Vocational Education Act does not require such clearly defined procedures.

We understand that some secondary school systems may also be treated inequitably under this system, since they too are subject to a state system which often operates by subjective judgment.

Under present law, the United States Office of Education has somewhat limited authority to deal with this situation, since most decision-making power rests with the states. However, we believe that the USOE can take some steps—collecting and publishing data on the participation of college-level institutions by states, requiring the states to submit more detailed reports on the role and extent of college-level participation, and so on.

One point needs to be emphasized: the American Association of Junior Colleges does not question in any way the importance of secondary school vocational education. If additional financial assistance is made available to postsecondary education, the Association believes that the total available should be increased so that secondary education will be supported at least at its present level and preferably at a higher level, as is envisioned in H.R. 2366 and H.R. 7380.

## II. SPECIFIC RECOMMENDATIONS

### 1. Innovation

The proposal for federal support for innovative and exemplary projects in vocational education, requested by the administration in Title II of H.R. 6230, is unquestionably very worthwhile. It is our hope that this program will make some funds available to support innovative projects at the postsecondary level, and also that junior colleges, four-year colleges and universities will be able to participate in this program as administrators and consultants, helping to develop innovative projects at all levels of vocational education, secondary, postsecondary, and adult.

*For this reason we hope that there will be no effort to give state boards of vocational education a veto power or near-veto, either in law or by informal agreement, over projects in their states.*

Unquestionably, state boards and departments should play a part in this program. However, those state boards which have not involved college-level institutions actively in their VEA programs cannot be expected to include colleges in the innovative program either. Colleges and also some local-school systems may suffer if state boards, which may be unaware of their programs and potential, have a veto power. A state veto power might also prevent some colleges or local schools from drawing on innovative resources outside their own state. Resources for innovation are not spread evenly over the nation, and colleges as well as secondary schools should be free to draw on education resources in other states without the fear of a state veto.

*We hope, therefore, that Congress will support this proposal in its present form and that the legislative history will show clearly that no state veto power is intended either explicitly or implicitly in the administration of the program.*

### 2. *Teacher training*

Pages 10-17 of H.R. 2366 and H.R. 7380 deal with proposals for teacher training. The assumption here is that teachers could be trained at all levels, secondary, postsecondary, and adult. However, almost all the funds would be administered by state boards of vocational education. The bill recommends \$20,000,000 for this program in fiscal 1968, \$30,000,000 in fiscal 1969, and \$35,000,000 in fiscal 1970.

We feel that here, as in the case of innovation, funds for teacher training should not be allocated solely through state boards of vocational education. Teacher training is primarily a responsibility of higher education, of American colleges and universities. The present federal programs for teacher training—the college teacher program under the National Defense Education Act as well as the institutes for guidance counselors and teachers under the same Act, and the elementary-secondary teacher training programs under the Higher Education Act—are all administered by direct grants made by the Commissioner of Education to individuals and graduate schools. The same is true for the proposed new Education Professions Development program in the administration's Higher Education Amendments Act of 1967. None of these programs channel funds through state departments.

As in the case of innovation, state boards should certainly be eligible to participate in this program to develop their own proposals for teacher training, but they should not be the only channels for federal funds. There is no assurance either of adequate support for college-level vocational teacher training nor of the utilization of all the most professionally qualified colleges and universities under state vocational board administration.

*We feel that these teacher training provisions are probably the most important and in their present form the most controversial part of the proposed legislation.* Since these provisions were not part of the similar bills on which hearings were held in 1966 (H.R. 15444 and H.R. 15445) we hope that members of Congress, the USOE, and everyone concerned with teacher training will give them the most careful examination.

A survey now being made by the American Association of Junior Colleges and the Association of State Colleges and Universities indicates a substantial and growing interest among a great many colleges and universities in expanding teacher training programs at the college level, including programs for postsecondary vocational education. Most of the nation's universities, we believe, would much prefer a federal program administered by the Commissioner of Education.

A relatively small part of the suggested program, on pp. 14-17, does make available a limited number of fellowships each year to be awarded directly by the Commissioner. This appears to be a worthy purpose, and our only suggestion is that the number of fellowships suggested should be enlarged if possible to meet the need for trained teachers and administrators.

### 3. *The allocation of Vocational Education Act funds*

The Commission on Legislation of the American Association of Junior Colleges believes that statutory changes are necessary in order to permit college-level institutions to participate effectively in this program. One way to achieve this purpose would be to set aside, mandatorily, certain minimum Vocational Education Act funds in each state for institutions at the college level, and to amend laws and regulations in order to make certain that eligible institutions had the opportunity to make use of these funds. States wishing to provide support above the suggested minimum would be free to do so, and total funds should be increased in order to support secondary education at least at the present level.

*Another solution to the problem is to establish a separate title for college-level vocational education,* without interfering in any way with the present VEA programs. In this way, Congress would simply recognize that college-level vocational, technical and occupational education presents a different set of problems and needs, and should be dealt with separately.

The separate title suggestion is very similar to the "Technical Education Act of 1962," H.R. 10396 of 1962, which was filed by Representatives Brademas, Gialmo, O'Hara of Michigan, Quie, and Goodell, with strong support from Willard Wirtz, then Undersecretary of Labor, and from the higher educational com-

munity.<sup>2</sup> The same proposal was also filed as part of President Kennedy's omnibus education bill, H.R. 3000 of 1963. If the Subcommittee wishes to consider appropriate language for such a separate title, the 1962 and 1963 legislation would be an excellent beginning.

If either the separate title or the set-aside approach is adopted, it is suggested that as far as possible operating cost support under this program be made available on a per-student basis, as is now done at the junior college level with federal VEA funds in Pennsylvania and Oregon. This approach tends to eliminate a good part of the subjectivity which now exists in this program. Support for construction, equipment, and other purposes would have to be provided on a project basis or some other basis.

#### 4. State administration of the program

Whether or not separate funds are made available, each state should have the option of creating or designating a separate state agency to administer the college-level vocational program. Such a program should administer not only the allocation of funds, but planning, supervision, and evaluation of all college-level programs. It should include representatives of college-level institutions participating in the program and some representation from the present state board of vocational education, in an advisory capacity. The two boards should work cooperatively, but the law should recognize their separate functions. An alternative procedure would be the designation of additional, voting members representing higher education to the state board.

#### 5. Postsecondary area schools

There appears to be a need for a review on the highest levels of the United States Office of Education, by Congress, and by the states of the growth of a separate system of postsecondary area schools, especially in areas and states served by other postsecondary institutions. Since substantial funds are going for the construction of this system, it is suggested that the appropriate federal, state, and local authorities should carry out such a review as soon as possible.

This area school system raises another problem since most educators today favor *comprehensive* institutions at *both* the secondary and postsecondary level, rather than separate and isolated "technical" schools.<sup>3</sup>

#### 6. The responsibilities of the United States Office of Education

We believe that the Department of Health, Education, and Welfare and the *entire* Office of Education—as well as the Bureau of Adult and Vocational Education—share responsibilities for the evaluation of this multi-million-dollar federal program.

There is no question that officials of the Office of Education are very interested in the development of postsecondary vocational education. However, so far USOE has not collected nor published data by which this program could be evaluated. Nor has the Office interpreted the "role and extent" regulation in such a way as to get a clear picture of college-level participation in the states, so that executive agencies, Congress, and the general public can understand the whole situation.

The following are some of the steps which USOE should take and can take under present federal law:

a. *Data.*—The USOE can request every state board of vocational education to make available such information as the names and addresses of all postsecondary institutions which participate in each state—junior colleges, technical institutes, four-year colleges, and other postsecondary area schools, together with data on full-time and part-time enrollments and on the dollar amounts of federal VEA support which go to these institutions, both for construction and for operating costs. USOE should also request information about the careers of the *graduates* of postsecondary programs. Some of this information may already be available at USOE; in any case, most of it should be readily at hand in each

<sup>2</sup> Organizations supporting this proposal in 1962 included the American Council on Education, National Association of State Universities and Land-Grant Colleges, American Association of Junior Colleges, American Personnel and Guidance Association, and National Society of Professional Engineers.

<sup>3</sup> The National Association of Secondary School Principals has raised doubts about the area vocational school approach in its recent publication, *Educating for Work: A Report on the Current Scene in Vocational Education*, by Dale C. Draper. (National Education Association, Washington, D.C. 1967.)

state. This information should be published as soon as possible, and kept up to date annually.

b. *Role and extent.*—We suggest that USOE revise its reporting forms in order to determine more clearly, under Section 104.3, the exact role and extent of higher educational participation in the program in every state. Such a report should indicate such information as the frequency of meetings of the advisory council representatives, whether the representatives are present on all occasions when decisions are made about awards, whether they are in close touch with other college officials such as state junior college directors, and so on.

c. *Public documents.*—All federal and state public documents—state plans, annual state reports to USOE, federal regulations, announcements, and circular letters, and so on—should be made available to all interested institutions, both colleges and secondary schools. These documents should also spell out much more clearly the basis on which funds are awarded, in the states where this is not done at present.

4. *"Problem states"*.—There should be a careful investigation by USOE officials and by Congress of some of the states in which there are persistent reports that junior colleges and other colleges are receiving little or no support, are subject to inappropriate regulations such as teacher certification requirements, or are otherwise unable to participate effectively. This survey should be related to the study of the growth of the new postsecondary area school system in many parts of the nation.

This investigation should make inquiries of junior college and other college educators as well as of state boards of vocational education.

5. *Encouragement of cooperation.*—USOE should also work more actively to encourage closer communication and cooperation between secondary and postsecondary vocational educators. A very useful approach to this problem would be the convening of a national conference of vocational educators at all levels, together with representatives of the appropriate professional educational organizations, to review this whole problem. Regional or state conferences of secondary and postsecondary officials and educators, under USOE auspices, would also be valuable. Such conferences should invite those institutions and groups which do not participate effectively at present as well as those which do.

6. *Advisory Committees.*—The Commissioner of Education can also help to resolve this problem by appointing more people with a special professional background in college level vocational education to the permanent Advisory Committee appointed under Section 9 of the VEA.

WILMINGTON, DEL., June 3, 1967.

HON. WAYNE L. MORSE,  
Chairman, Senate Subcommittee on Education,  
Senate Office Building, Washington, D.C.

DEAR SENATOR MORSE: I respectfully request permission to appear as a witness during the hearings on the Education Bill recently passed by the House of Representatives.

Parents and taxpayers in De La Warr School District 47 and the Delaware Defenders of the Republic, Inc., have authorized my speaking for them.

I enclose for your perusal a copy of statements presented at the Delaware State Board of Education meeting April 20, 1967. I wish to speak on this and other relative matter.

Sincerely,

JOHN P. ZEBLEY.

WILMINGTON, DEL., April 10, 1967.

Delaware State Board of Education,  
Dover, Del.

Attention of Mr. Robert L. D. Allen, President.

GENTLEMEN: As an American citizen, parent of a school-age child and grandparent of schoolchildren to be, I should like to go on record as being opposed to the institution of and compliance with the Federal Guidelines, provided by the Department of Health, Education and Welfare, within the school systems of the State of Delaware. At the outset, I should like to point out to the members of the Delaware State Board of Education that it is the duty of each of them, as

representatives of the people of this state to comply with the law, rather than to submit to directives and pressures of political bureaucrats that are in direct opposition to the established law. As an example in point, I quote from Title IV of the Civil Right Act of 1964, Section 401, paragraph (b) :

" 'Desegregation' means the assignment of students to public schools and within such schools without regard to their race, color, religion or national origin, but 'desegregation' shall not mean the assignment of students to public schools in order to overcome racial imbalance." [Emphasis added.]

Clearly, therefore, the regulations proposed by the Guidelines of the Department of Health, Education and Welfare to bus children from one residential area or community to an adjacent school district is purely to achieve racial balance and is therefore in direct opposition to the intent of the law as enacted by the Congress of the United States.

A dependable authority for the Congressional intent of a legislative act should be the floor manager at the time of the introduction of a particular bill. In the case of the Civil Rights Act of 1964, the Senate floor manager was the then Assistant Majority Leader (and now Vice President) Hubert H. Humphrey. In developing the legislative history and articulating the intent of the act, Senator Humphrey stated, on June 4, 1964 :

"While the Constitution prohibits segregation, it does not require integration. The busing of children to achieve racial balance would be an act to effect the integration of schools. In fact, if the bill were to compel it, it would be a violation, because it would be handling the matter on the basis of race. The bill does not attempt to integrate the schools: it does attempt to eliminate segregation in the school systems: the fact that there is racial imbalance per se is not something that is unconstitutional." [Emphasis added.]

Here, the former Senator explicitly states that the purpose of the act is to prohibit segregation but not to compel integration because to do so would involve handling the matter on a basis of "race" which of itself is unconstitutional. He further indicated that the fact that racial imbalance exists is not of itself unconstitutional.

In passing the 1964 Civil Rights Act, Congress adopted an amendment, proposed by William C. Cramer, Representative from Florida, who, in articulating the intent of his amendment specifically stated :

"The purpose of my amendment is to prevent any semblance of congressional acceptance or approval of the concept of "de facto" segregation or to include in the definition of "desegregation" any balancing of school attendance by moving students across district lines to level off percentages where one race outweighs another."

Federal Courts have also specifically stated in *Briggs v. Elliott*, 132 F.Supp. 776 :

"It is important that we point out exactly what the Supreme Court has decided and what it has not decided \* \* \* it has not decided that the Federal courts are to take over or regulate the public schools of the States. It has not decided that the States must mix persons of different races in the schools, or must require them to attend schools or must deprive them of the right of choosing the schools they attend. What is has decided and all that it has decided it that a State may not deny to any person on account of race the right to attend any school that it maintains. Nothing in the Constitution or in the decision of the Supreme Court takes away from the people freedom to choose the schools they attend. The Constitution, in other words, does not require integration. It merely forbids discrimination." [Emphasis added.]

Title IV, Section 407 (a) of the Civil Rights Act of 1964 also states in regards to jurisdictions of officials and courts :

"\* \* \* provided that nothing herein shall empower any official or court of the United States to issue any order seeking to achieve a racial balance in any school by requiring the transportation of pupils or students from one school to another or one school district to another in order to achieve such racial balance, or otherwise enlarge the existing power of the court to insure compliance with constitutional standards."

Here, the busing of children to compel racial balance is explicitly forbidden within the law itself and members of the Board of Education of the State of Delaware, being cognizant of the law, are aware of their obligation to obey and uphold that law in the performance of their duties as the representatives on the State Board of the people of Delaware. Furthermore, their awareness

of the provisions of the Civil Rights Act of 1964 as herein set forth must surely indicate to them the illegality and unconstitutionality of the Guidelines recommended for adoption within the States by the United States Department of Health, Education, and Welfare.

In defense of the Guidelines the argument has been advanced, as indicated in Title VI, Section 602 of the Civil Rights Act of 1964:

"Each federal department and agency which is empowered to extend financial assistance to any program or activity is authorized and directed to effectuate the provisions of the statute."

Title VI further specifies that this "effectuating" of the provisions of the statute shall be accomplished "by issuing rules, regulations or orders of general applicability which shall be consistent with the achievement of the objectives of the statute authorizing the financial assistance." [Emphasis added.]

Since the Civil Rights Law of 1964 clearly indicates in Title IV, Section 401 (b) that 'desegregation' shall not mean the assignment of students to public schools in order to overcome racial imbalance, and since the Guidelines proposed by the U.S. Department of Health, Education and Welfare seek to achieve a balance within the schools on the basis of race, it would seem that the U.S. Department of Health, Education and Welfare is operating in opposition to the "objectives of the statute authorizing the financial assistance," since it obviously cannot propose and enforce regulations which are contrary to the provisions of the law itself.

With regard to "effectuating the provisions of the statute" by and within the departments and agencies of government, Congress stipulated the following safeguard:

"No such rule, regulation or order shall become effective unless and until approved by the President."

In this respect it is interesting to note that, to date, the proposed Federal Guidelines have not been approved and endorsed by the President. The reason I would advance is that here again, regulations that are opposed to the 1964 Civil Rights Law itself can hardly be endorsed by the President.

In summary, a program for compulsory integration, as proposed by the State Board of Education through its adherence to the proposed Federal Guidelines for achieving racial balance represents, as I have herein pointed out, a flagrant disregard on the part of the State Board members for the intent of the law. The institution of a program that seeks to ignore and/or disregard the explicit provisions of statutes enacted by the highest legislative body of the land is to me a matter of grave concern. It is therefore my recommendation that the members of this august Board meet their obligations to the citizenry of Delaware by rejecting the illegal Federal Guidelines as compiled by the U.S. Department of Health, Education and Welfare.

Very truly yours,

JOHN P. ZEBLEY.

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THE UNIVERSITY OF THE STATE OF NEW YORK,  
EDUCATION DEPARTMENT,  
Albany, N.Y., April 7, 1967.

HON. ROBERT F. KENNEDY,  
U.S. Senate, Washington, D.C.

DEAR SENATOR KENNEDY: Upon further review of Senate 1125 and H.R. 6230, the companion bills to strengthen and improve programs for elementary and secondary education, I find a deep concern with Title II amendments to the Vocational Education Act of 1963, Part A—Exemplary and Innovative Programs or Projects in Vocational Education.

First of all, let me assure you that we believe deeply in the purposes of this amendment. Indeed, we have already conducted such programs with funds already available under the Vocational Education Act, but, of course, we do not have enough money to do as much as we would like.

My concern is with the similarity of the provisions for administering Part A to those now prevailing in Title III, ESEA, for Supplementary Centers and Services. The States are completely bypassed in administration and do not even have advisory powers concerning applications of local educational agencies, which latter point, as you know, is at least provided for in Title II, ESEA.

We believe that the purpose of the proposed amendment, Part A, to the Vocational Education Act, can be accomplished most efficiently by permitting

the States to approve projects in the same manner as under the basic Act, wherein a State Plan establishes the guidelines for administering the funds. At the very least, provision should be made for all project proposals from local educational agencies to be transmitted to the U.S. Office of Education from state education departments with our recommendation.

I respectfully urge your consideration of the foregoing alternate suggestions and would be pleased to furnish additional information at your request.

Warmest regards.

Sincerely,

JAMES E. ALLEN, JR.

BROOKLYN, N.Y., May 9, 1967.

HON. ROBERT KENNEDY,  
Washington, D.C.

SIR: I agree with you that the method used by 'Man Power' is antique. I have written to you on several occasions so saying.

Segregation need not be by race or creed. Segregating the disadvantaged youth from the advantaged in the present vocational training program is very wrong. I think that they should be assimilated into the main stream by having them attend, as I have suggested previously, private vocational schools with advantaged students.

The private vocational schools are adequately equipped to handle this job. Federal funds should not be used to duplicate private trade school facilities.

I would be happy to assist you or your committee in order to help our country solve this difficult problem.

Sincerely yours,

NATHAN B. SPIRO.

MAD RIVER TOWNSHIP SCHOOLS,  
Dayton, Ohio, June 7, 1967.

HON. FRANK J. LAUSCHE,  
U.S. Senate, Washington, D.C.

SIR: The Senate Committees of Education and Appropriation will be considering both H.R. 7819 and the 1968 H.E.W. Appropriation Bill within the next week. We are in desperate need of your help if we are to preserve the original intention of these pieces of legislation. The Bureau of Budget Recommendation includes \$416,200,000.00 for P.L. 874 and \$22,937,000.00 for P.L. 815. These sums are the same as appropriated for the current year and, of course, are insufficient to meet the need for 1968. It is reported that the House has already approved this amount as part of the 1968 appropriation. It is estimated that the need for funds to pay P.L. 874 for 1968 will be \$461,000,000.00. This would mean that if the Senate does not take proper action to include additional funds over and above that recommended by the Bureau of Budget, all participating schools will be pro-rated and we can expect a reduction in funds in excess of ten percent. In the State of Ohio, for the 1966-67 school year, the estimated entitlement is \$9,078,349.00. In 1967-68 the estimated entitlement will be approximately \$10,000,000.00. If we apply the ten percent reduction figure the schools in the State of Ohio will stand to lose approximately \$1,000,000.00 for general operations next year. To cite a specific situation, our schools in Mad River Township would stand to lose \$65,000.00 under this pro-ration, which represents better than 1.5 mills on our tax valuation. With the present needs to meet professional salaries and improve curriculum, a school district such as ours cannot absorb this type of a loss.

In the case of P.L. 815, you are aware that the law applying to children whose parents only live or work on Federal property expires June 30, 1967, thus, the \$22,937,000.00 figure appropriated by the House is sufficient only to meet the estimated need resulting from children whose parents both live on and work on Federal property.

Last week, the House enacted amendments to the Elementary-Secondary Education Act (H.R. 7819) which extends the expiring provisions of P.L. 815 to June 30, 1968, however, unless the appropriation for P.L. 815 is increased there will be insufficient funds to pay applicants under this extension and we will be in exactly the same position that we experienced this current year. Again, permit me to be specific. In Mad River Township Schools, this year, we filed an application under P.L. 815 for approximately \$350,000.00. This was submitted under the permanent

section of legislation for those students of parents who both live on and work on Federal property. However, our priority need is lower than some schools who have filed applications under expiring portions of the legislation. Consequently, they will receive money since there is not enough money to pay the total amount requested for construction, while Mad River will not. No doubt the same thing will exist again next year, since enough money will not be appropriated after the extension (H.R. 7819) to P.L. 815 is granted.

To summarize, may I ask that you contact the Senate H.E.W. Appropriation Committee and ask:

1. That they increase the appropriation for P.L. 874 to \$461,000,000.00, the amount estimated to pay full entitlement without pro-rating.
2. To increase the P.L. 815 appropriation to take care of the estimated amount needed if the Education Committee extends the temporary provisions for P.L. 815.

Would you please also contact the Senate Education Committee and urge them to extend the expiring provisions of P.L. 815 for two years instead of one year or until June 30, 1969. A two-year extension would avoid the problem of the authorization being made after the appropriation bill clears the House.

We sincerely appreciate your interest in helping secure better educational programs for the schools in the State of Ohio.

Very truly yours,

ROBERT G. BECKER,  
*Superintendent, Mad River Township Schools;*  
*Chairman, OASA Federal Relations Committee.*

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GREENSBORO PUBLIC SCHOOLS,  
*Greensboro, N.C., April 27, 1967.*

HON. SAM J. ERVIN, Jr.,  
*U.S. Senate, Washington, D.C.*

DEAR SENATOR ERVIN: It is with some degree of pain that educators have learned that the work-study program, a part of the Vocational Education Act of 1963, may be "absorbed by the Neighborhood Youth Corps."

Last year, the Greensboro Public Schools made good use of the funds made available to it through the provisions of the work-study program; and currently we are employing ninety-eight needy students (enrolled in vocational education) who are helping both themselves and the Greensboro Public Schools by the kinds of work they are doing. Also, we anticipate having a wholesome Summer Work-Study Program for a number of qualified students.

Should these funds be administered by those who are outside education, a feeling that the money would not be used as effectively would prevail. Certainly no agency is in touch with a larger segment of our citizenship covered by the provisions of the work-study program than are the schools of our nation. We feel, therefore, that educational agencies should administer funds used for educational purposes.

We urge that you alert the Senate Appropriations Committee about our concern and that you support legislation that would keep the work-study program provided for in the Vocational Education Act of 1963 within its present framework.

Sincerely yours,

A. P. LOCHRA,  
*Director, Industrial Arts and Vocational Education.*

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BELTON PUBLIC SCHOOLS,  
*Belton, Mo., July 6, 1967.*

HON. EDWARD V. LONG,  
*U.S. Senate,*  
*Washington, D.C.*

DEAR SENATOR LONG: I am writing at this time relative to the House action on P.L. 874 and P.L. 815. With regard to P.L. 874, the Bureau of Budget recommended \$415,200,000 and the House accepted that figure for the next school term. It is estimated in order for P.L. 874 to pay out 100%, that the appropriation should be \$461,000,000. I realize there has been a compromise between the House and the Senate on this measure, but it is still several million dollars short of paying out 100%.

The House accepted the Bureau of Budget recommendation of \$22,000,000 in P.L. 815 money. This is on the assumption that Congress is going to permit the (b) section of P.L. 815 to expire, which it did on June 30, 1967. I wish to point out that this action against (b) students by the administration and the Bureau of Budget is not justifiable for these reasons.

In our own situation here in Belton, we have 920 (b) students and 669 who are directly connected with the Air Base. The parents of these children who are in the military service seldom become residents of the state of Missouri and therefore are not subject to personal taxes. They operate a BX on the Base which gives them a way to bypass the 3% sales tax in the state of Missouri and their cars are not registered in the state of Missouri. You can see from these figures that the 874 money received on Base-connected children does not pay for the education of these children. Also, a large number of these children live in trailers that are not taxed.

The operating cost of our school was \$435.00 per child for this past year, not including any capital outlay items and the maximum we can receive for (a) children was \$313.00 last year and one-half of this amount for (b) children. Were it not for the fact that the state of Missouri included these children for a part of the Foundation Program, no school in Missouri could afford to accept these children in their school system.

I would like to request that you look into this situation and do what you can to get P.L. 815 (b) children restored to the Law. Also, to get a further increase in 874 money. Unless this is done, the 874 money will be prorated next year and this will affect every school in the state of Missouri that has federally connected children.

Respectfully,

C. F. YEOKUM, *Superintendent.*

STATE OF OREGON,  
STATE DEPARTMENT OF EDUCATION,  
*Salem, June 14, 1976.*

HON. WAYNE MORSE,  
*Senate Office Building,  
Washington, D.C.*

DEAR SENATOR MORSE: You may recall that Mr. Dave Bushnell, of the Research Branch of the Office of Education and I met with you early in May in your office. At that time it was my privilege to discuss with you some of the developments in vocational education in Oregon and mention the possibility of amending the present Federal Vocational Acts to permit us to utilize additional funds for research and development activities within the states.

I am enclosing for your consideration a suggested amendment to Public Law 88-210 which, I believe, would more appropriately provide funds at the state and local level for research, experimental and demonstration, in vocational education. I have talked to most of the state directors of vocational education in the country about this proposed amendment. They support this type of change.

We would certainly appreciate your favorable consideration of this proposal.

Sincerely yours,

WM. G. LOOMIS,  
*State Director, Vocational Education.*

PROPOSED AMENDMENT TO PUBLIC LAW 88-210

Add to Sec. 4(a) Except as otherwise provided in subsection (b) and (d) a State's allotment \* \* \* of the following purposes:

Add a Sec. 4(c) as follows:

*At least ten percentum of each State's allotment for any fiscal year shall be used only for the purposes of improving vocational education programs through research and development activities including but not limited to development of experimental, demonstration or pilot programs designed to meet the vocational education purposes set forth in paragraphs (1), (2), (3), (4), and (6) of subsection (a), except that the Commissioner may upon request of a State permit such State to use a smaller percentage of its allotment for any year for the purposes specified above if he determines that the smaller percentage will adequately meet such purposes in such State. Funds for this purpose need not be matched by State or local monies.*

Also delete from 4(b), line 4, "and at least three per centum of each State's allotment \* \* \* in such State."

OREGON LICENSED PRACTICAL NURSES ASSN., INC.,  
*Eastside, Oreg., April 22, 1967.*

HON. WAYNE MORSE,  
*U.S. Senate, Washington, D.C.*

DEAR MR. MORSE: The Oregon Licensed Practical Nurses, Inc: earnestly ask your support to the 1967 amendments to the Vocational Educational Act of 1963, which is now sponsored through H.R. 7380 by Congressman Roman Pucinski, the new Chairman of the Sub-Committee on General Education.

H.R. 7380 includes a proposal to increase the allocation of federal funds for practical nursing from five million to fifty million.

The Oregon State Board of Nursing, licensed 261 practical nurses from 10 vocational schools with federal support in 1966. Oregon now has two additional practical nursing schools with another being formed. Some of our schools are under staffed due to lack of funds. Oregon at the end of the fiscal year June 1966 had 2333 licensed practical nurses.

Surveys show arising need for more practical nurses in our State, these are needed in various health units mainly hospitals, nursing homes, and Doctors offices. We here in Oregon do not have enough of these nurses to fill the demand, for bedside nursing and the many other facets in which the licensed practical nurses serve.

We are aware of your keen interest in education and would appreciate your support to secure more funds for licensed practical nurse education.

Yours very truly

ESTHER E. BOWERS,  
*Legislative Chairman.*

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INTERBORO SCHOOL SYSTEM,  
*Glenolden, Pa., April 21, 1967.*

HON. WAYNE MORSE,  
*Chairman, Subcommittee on Education,  
 U.S. Senate, Washington, D.C.*

MY DEAR SENATOR MORSE: On March 13 and 14 I had the opportunity of visiting the Office of Education and the Office of Federal Relations of the National Education Association and discussing some education legislation as I have viewed it on the local level. During this time I had the pleasure of speaking with Dr. John Lumley, director of Federal Relations for the NEA during a recess of the House Committee on Education and Labor hearings. After making some remarks, Dr. Lumley urged me to pass my comments on to you. As you well know time has a way of slipping away from us and so it is the middle of April when I finally have this opportunity.

As a coordinator of federal projects with a local school system in Pennsylvania for the past year, I have become acquainted with and have applied for some of the funds made available through federal legislation. In early March I learned that in the President's budget money originally designated for work-study programs under the Vocational Education Act of 1963 Public Law 88-210 has been designated to the Neighborhood Youth Corps under the office of Economic Opportunity. From my experience this is a mistake and certainly a costly one to the youth of our area and probably to the entire nation. The administration has promoted project Head Start under the office of Economic Opportunity to help the disadvantaged, and expanded funds under the Elementary and Secondary Education Act, Public Law 89-10 to educate them through special programs and now is taking funds away from youths who only need a little subsistence through 11th and 12th grades to remain in school to complete their secondary education. Work-study programs can present some drop-outs and we believe that this is important. Neighborhood Youth Corps programs are also important but if we can keep children in school I believe that we should. Incidentally neither the Neighborhood Corps nor the Greater Chester Movement, the Office of Economic Opportunity branch in our area, has a program similar to the work-study program of P.L. 88-10 which can help these children remain in school. Certainly I believe another asset to the work-study program under the Vocational Education Act is that the children may be employed in the school and thus remain in the school guidance and environment.

I understand from Dr. Lumley that your bill #S1125 amends the Vocational Education Act of 1963 by appropriating \$30,000,000 for special programs and projects which includes guidance of vocational students, the placement of stud-

ents in their first job and the work-study program. I would appreciate receiving a copy of this proposed legislation from you so that I may examine it closely. As for my limited knowledge of it at the present time I believe that the guidance part of it is indeed important particularly for these students who are terminating their education at grade 12. In regards to a program providing job placement my feelings are mixed; certainly it would be advantageous for students trained in vocational education to be able to secure placement immediately upon graduation but then again I question whether we should rob these children of the valuable experience of going out and securing their own employment. Certainly the second time around it would make it more difficult to find employment without this initial experience. As to programs which include cooperative work-study arrangements in educational institutions or other public institutions, I would readily support with my argument supported by the last paragraph.

I sincerely hope that you will take the thoughts expressed in this letter into regards on the floor of your most important committee and that I may hear from you shortly. As I gradually learn more means of securing up-to-date information concerning education legislation, I hope that you will accept my views as an administrator at the local level trying to improve education legislation.

Very truly yours,

FREDERICK S. GILL,  
*Director of Federal and State Programs.*

CITY OF WARWICK, PUBLIC SCHOOLS,  
*Warwick, R.I., April 21, 1967.*

Senator CLAIBORNE PELL,  
*Washington, D.C.*

DEAR SENATOR PELL: Your letters with enclosures of April 17th and 18th received and noted.

It is my understanding that the temporary provisions of P. L. 815 will expire on June 30, 1967 and there is pending in Congress H. R. 7819 and a companion bill S1125 to extend these provisions one (1) year until June 30, 1968. The City of Warwick through the Warwick School Committee is in the process of implementing a \$6.3 million dollar school construction program. We hope to qualify for construction aid under P. L. 815's liberalized eligibility requirements during FY1968. At present (FY1967) we do not meet these eligibility requirements.

My concern is prompted by reports that:

1.) Limitations of construction aid under P. L. 815 might be confined to so-called sec. 5A-1 pupils, i. e., pupils residing on federal property, and not to sec. 5A-2 pupils, i. e., pupils whose parents are in military service or whose parents are federal employees. We have no 5A-1 pupils in Warwick, but have 1266-5A-2 pupils and expect 1450 such pupils by next September due to normal increased enrollment and initiation of a system wide kindergarten program.

2.) There is a congressional group attempting to substitute or delay consideration of pending educational legislation. This group is concerned with civil rights implications and general versus categorical aid to education.

Therefore, we would be most appreciative of your efforts and attention to passage of this extending legislation. May I hear from you in regard to the progress of this matter.

Very truly yours,

RAYMOND P. CASEY,  
*Supervisor of Grant Programs.*

[Telegram]

STEVENSON, WASH., August 17, 1967.

Senator HENRY JACKSON,  
*U.S. Senate, Washington, D.C.*

Klickitat-Skamania CAC supports the bill to provide additional Federal funds to schools on or near Indian reservations. These funds are needed by the school districts in Klickitat County and other Washington counties.

Respectfully,

HENRY STEPHENS,  
*Executive Director.*

