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EDUCATION LEGISLATION, 1967

HEARINGS

BEFORE THE

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

JULY 24, 25, AND 26, 1967

WASHINGTON, D.C.

PART 3



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

AUTHENTICATED
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80-086 WASHINGTON : 1967

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EDUCATION LEGISLATION, 1967

MONDAY, JULY 24, 1967

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 4232, New Senate Office Building, Senator Wayne Morse, chairman of the subcommittee, presiding.

Present: Senators Morse, presiding, Yarborough, Randolph, Kennedy of New York, Javits, and Prouty.

Committee staff present: John S. Forsythe, general counsel; Charles Lee, professional staff member; and Roy H. Millenson, minority clerk.

Senator MORSE. The hearing will come to order.

At the very outset of this hearing the chairman wants to express to Secretary Gardner, to Commissioner Howe and to the other witnesses from the Department of Health, Education, and Welfare, his very sincere thanks for the great accommodation that they are extending to him this morning, by starting the hearings today and continuing tomorrow morning.

The record should show that it is not very often the chairman of the subcommittee is presumptious enough to ask a member of the Cabinet to rearrange his plans, as I asked Secretary Gardner to rearrange his, in order to testify today instead of tomorrow. It is a great inconvenience to the Secretary, I happen to know, as well as to Commissioner Howe.

However, I must preside at the first meeting of the special railway panel which convenes tomorrow and I just did not want the Secretary of Health, Education, and Welfare and the Commissioner of Education to open their testimony in these hearings without my presence.

Therefore I want this record to show my very sincere thanks for their cooperation in meeting this, to be expected but nevertheless, I think rather unreasonable, request on my part that they be here this morning.

Mr. Secretary, after you have given your testimony, because I know you have to catch a plane to be elsewhere today, you should feel perfectly free to leave. If any member of the subcommittee at some later date wants to have you recalled for questioning, I know that you will comply.

INTRODUCTION OF ADMINISTRATION WITNESSES

We are privileged this morning to hear the chief spokesman of the President of the United States present to the subcommittee the factual

basis on which the Presidential recommendations for further amendment, extension, and interpretation of existing authorities in the elementary and secondary education field are made.

The administration case rests in good hands, since there are few educators whose record of distinguished service to education can stand comparison with that which the Secretary of Health, Education, and Welfare has made, both within the Government, and during his previous service as a psychologist of distinction and as a greatly respected administrator of a major foundation. On behalf of my colleagues on the subcommittee, I am delighted to welcome the Secretary and to greet, as warmly, his associates in the Department, Dr. Ralph Huitt and Dr. Sam Halperin, who are old friends and helpful counselors to us in the consideration of educational legislation. I am also delighted that we will again be able to obtain from the Commissioner of Education—a most distinguished educator in his own right, who bears with great humor the scars of many an educational battle—his best judgment as to the course we should take on the bills before us.

As has been demonstrated in our earlier hearings, the Commissioner' gift for understatement is matched only by his dedication to the betterment of educational opportunity for all our young American students regardless of origin.

I also welcome your associates, Dr. Nolan Estes, Associate Commissioner of the Bureau of Elementary and Secondary Education, and Dr. Albert Alford, Assistant Commissioner of the Office of Legislation.

Mr. Secretary, I am particularly indebted to you for your courtesy in adjusting your schedule, as I have already said, so that you could be with us this morning, a day earlier than we had originally planned. But I believe that what we are doing as we consider educational legislation is so important that we should push ahead on these matters and give to them the high priority on our time that their substance deserves.

FUNDING OF PROGRAMS

As you know, Mr. Secretary, I yield to no one in the executive branch in my own commitment to bring forth sound legislation in the field of education in our authorization bills. I sometimes even have the feeling that I may be a step or two ahead in the zeal with which I support adequate funding of the legislation which has previously been enacted. From time to time, I sense that with respect to funding our legislative efforts, you and I may be closer in our position than some of your colleagues in the Bureau of the Budget are to either of us. But I hope that you and the Commissioner will be able, through constant educational persuasion, to change the attitude of those who control the avenues of fiscal advice and get them to understand that the national interest is intimately bound up with what we do now to provide the money so badly needed to meet the cost of educating every child in such a way as will enable him to develop his talents and capabilities to the maximum extent.

LEGISLATIVE OVERSIGHT DUTY

The subcommittee, as you know, Mr. Secretary, has not only the responsibility of recommending educational legislation to the Senate. It is also charged with the responsibility of overseeing the administra-

tion of programs, which have been enacted, to assure that such programs are being carried on in accordance with the intent of the Congress.

Therefore, before I give you the floor to discuss the proposed legislation there are certain matters I should like to raise with you, and with the Commissioner, which are related to our oversight function for such comment, now or at a later time through memorandum and letter, as you may wish to provide. These replies are what I sometimes refer to as the term papers for our seminar sessions and will be made a part of the hearing record.

I am confident that my colleagues on the subcommittee will also have many questions for you. I ask that you give to these questions careful consideration and prompt reply; they, too, will be made a part of this hearing's record.

I think my own preference, although you are always free to make whatever oral comments you wish in our hearings, is that you have the replies reduced to writing and filed as written memoranda so that they will receive the most careful consideration in their preparation by your staff members. In the form of written memoranda they will be available to us for our careful study and consideration, as we may wish to ask further questions based on the information contained in them.

DEPARTMENTAL POLICY ON APPOINTMENTS TO ADVISORY PANELS

Mr. Secretary, I trust that you are familiar with the article which appeared in the Washington Post on page 4 of the July 20 issue, under the headline, "Viet Critic Is Barred From Executive Panel." I realize that the Office of Science and Technology is not under your jurisdiction as Secretary of Health, Education, and Welfare. However, since the recommendations of such bodies flow to this subcommittee in the legislation you recommend to us, I believe the matter covered in the article is germane and highly significant.

Mr. Secretary, is there in fact, a policy binding upon the Department with respect to barring experts in subject matter areas on the basis of their views on Vietnam?

If there is no formal policy, is there an informal understanding that a "controversial" position on Vietnam, creates a presupposition of unsuitability and the connotation of being a "security risk" and should, therefore, act as a barrier to appointment as a consultant or on a panel of advisers?

Do you share the view of Dr. Hornig as reported in the article, that such a panel as the educational and research group is "a very sensitive group" based apparently on the fact that "it would be making recommendations to the Congress" and consequently, "that it was essential that everybody on the panel be above suspicion?"

In short, would you, Mr. Secretary, as the principal adviser to the President, and as a very distinguished psychologist and educator in your own right, care to comment upon the implications of this incident, first with respect to equating a position on Vietnam with making inadmissable professional advice in other areas of expertise; second, on the broader question of academic freedom, and the effect that such a policy as that enunciated in the article, if it were to be further extended, would have on the kinds and quality of expert opinion that

would be available to the Government in the future; and finally, a statement of the policy in this area of the qualifications of expert advisers which governs appointments now made within the Department.

PROGRAM GUIDELINES PROBLEMS

I am going to finish my opening statement and then you can comment on everything I have raised when I finish. There is one other area which has been of concern to me, and I am sure to my colleagues in the administration of authorities. In general it is this. We have found, in at least three areas of Office of Education operations, instances where the guidelines or administrative instructions issued have imposed more stringent requirements than those contained in the statute.

ACCREDITATION

In the field of accreditation of institutions of higher education, for example, the statute requires merely that the letters from three accredited institutions indicate that credits from the candidate institution are acceptable for transfer to the accredited institution. The Office of Education requires, in addition, that there be a statement that such credits have, in fact, been accepted.

The effect of this interpretation, is obviously to delay, in the case of a newly established institution, the date and time that it could become eligible to participate in the benefits of Federal programs. The matter was raised in an exchange of correspondence with the Commissioner, in which I asked for the statutory basis or committee report basis, or floor colloquy basis of the additional requirement. The reply I received, I regret to say, did not supply such a basis for the determination. Since this involves higher education authorities, I raise it only as an instance of a style of administrative practice which seems to be general, as is shown by the second incident.

TITLE I ESEA EQUIPMENT AND CONSTRUCTION RESTRICTIONS

I am sure that the Commissioner received communications from many sources, as the result of the letter issued about interpretations of title I of the Elementary and Secondary Education Act in which was contained advice to State departments of education that only in the most unusually well justified cases should State approval be given to title I projects received from local educational agencies where such projects or programs contained more than a 10-percent allocation of funds for equipment and construction costs. Although a modification of the original stricture was subsequently issued, even the modification contains a theory of Federal control, which I find difficult to square with the statute.

TITLE II HEA GUIDELINES—CONSORTIUM DIFFICULTIES

The third instance related to difficulties encountered in a proposal offered under title II of the Higher Education Act, which is administered, I believe, under the Bureau of Adult, Vocational and Library Programs. Here the problem was one that a consortium of eligible institutions as a group could not, at first, be considered as eligible, unless

each institution applied individually, this despite the fact that the particular consortium was cited in the committee report as an example of the type and kind of program which could be funded. I understand that this last case is in the process of being satisfactorily resolved, but it is again an instance of a problem created by either going beyond congressional intent or of not living up to congressional intent.

When the Commissioner testifies later, he may wish to elaborate on the problem I have posed, Mr. Secretary. I have raised it this morning because I may be precluded from being in the chair in tomorrow's session, and I did want to lay the basis for further followup on this matter.

CONGRESSIONAL INTENT IMPLEMENTATION

The gist of the point I want to make is that the subcommittee needs your counsel as to how we can best assure our colleagues in the Senate that the Department is responsive to the expressed intent of the Congress in enacting educational legislation, as set forth in the statute, the committee reports, and the floor statements of the managers of the bills.

With that and with an apology to you for the time I have taken, after your response I shall ask my colleagues to make such statements as they may care to. The hearing will be placed then in your hands for your testimony on the bills, and presenting the administration's case on the proposed amendments.

Again, I want to thank you most sincerely for your attendance here this morning and we shall listen to you, as always, with great interest and profit. You may proceed in your own way.

STATEMENT OF HON. JOHN W. GARDNER, SECRETARY, U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY RALPH K. HUITT, ASSISTANT SECRETARY FOR LEGISLATION; HAROLD HOWE II, COMMISSIONER OF EDUCATION; SAMUEL HALPERIN, DEPUTY ASSISTANT SECRETARY FOR LEGISLATION; NOLAN ESTES, ASSOCIATE COMMISSIONER FOR ELEMENTARY AND SECONDARY EDUCATION; AND ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION

SUPPRESSION OF DISSENT

Senator YARBOROUGH. Mr. Chairman, I want to congratulate you on the points that you raised here which leads to the implication, by this Vietnam critic being barred from the Executive Panel, that if somebody criticized the course that the U.S. Government is following in Vietnam, he is thereby subject to suspicion. By barring someone who had criticized our actions, we suppress all dissent.

Senator MORSE. Unless he is a Senator.

Senator YARBOROUGH. I do not think you would be safe either, if they get by with this with every teacher in the country. The decision that everybody on the panel be above suspicion, in other words, means an educator has to follow the Government line in politics and Government to be above suspicion. Is parroting what the executive department of the United States says a test of whether the person selected for this

panel is a good American? If it is, we need a reexamination of American education. I commend Senator Morse for raising it.

Senator MORSE. Thank you very much. I am happy to have you here. I am sure others will be here shortly, Mr. Gardner.

Senator YARBOROUGH. We had many who did not support and who fought for 7 years to prevent the passage of the cold war GI bill. I do not believe in regimenting educators or anybody to follow the Government line.

Senator MORSE. You may proceed, Mr. Secretary.

POLICY OF HEW ON APPOINTMENTS

Secretary GARDNER. Mr. Chairman, I think you are quite correct in urging that we respond to these questions in writing rather than orally. We can do a more meticulous job, but in the case of the question involving Vietnam, it seems to me it would be useful for me to make a preliminary response now.

I am not familiar with the case in question. I clearly cannot comment on the problems and requirements of other Government departments. I can say that as far as my own Department is concerned, there is no policy binding on the Department with respect to barring experts in subject matter areas on the basis of their views on Vietnam.

WASHINGTON POST ARTICLE

Senator MORSE. May I interrupt once more to have the official reporter put in the record the article in the Washington Post, to which I referred and the Department will give us a written answer on "Viet Critic Is Barred From Executive Panel."

(The article referred to above follows:)

[From the Washington Post, July 20, 1967]

Too "controversial"

VIET CRITIC IS BARRED FROM EXECUTIVE PANEL

(By Gerald Grant)

A University of Wisconsin professor who is an outspoken critic of the Administration's Vietnam policy was excluded from a White House advisory panel on education because he was too "controversial."

William R. Taylor, the professor, charged yesterday that the "Administration apparently can no longer afford to staff advisory groups with its critics, even when the criticism has nothing to do with" the subject on which advice is being sought.

Taylor was ruled out of participation in a White House panel on Educational Research and Development last fall. But the matter did not come to view until yesterday, when the group met here to discuss his case, about which most members were uninformed until recently.

Charges of "political filtering" were vehemently denied by Donald F. Hornig, the President's science adviser and director of the Office of Science and Technology, who made the decision to drop Taylor.

"The situation is that I was trying to get together the best collection of people that I could . . . and I'm not interested in a panel on education getting involved in any other controversies. Education is too important for that," said Hornig.

By controversy did he mean Taylor's role in organizing teach-ins at Wisconsin and other anti-Vietnam activities? Hornig replied:

"No doubt that affected my judgment. This is no criticism. He has every right to do it . . . it's a question not just of being involved but of the kind of involvement. . . . Look, my job is to pick the best man out of ten (candidates)."

The panel is charged with charting innovations in higher education. As a historian who had experimented with new teaching methods, Taylor had been acting as a consultant to the group for years while it was in the formative stages.

Last August, when he was asked to join it as member, Taylor cautioned that he could not accept the assignment if it meant tempering his anti-Vietnam views. After making some preliminary checks, John Mays, an official on the panel, said he saw no obstacles but added that Taylor would have to undergo the usual White House security check.

Taylor met other members of the panel, of which Prof. Jerrold Zacharias of the Massachusetts Institute of Technology is chairman, in several preliminary gatherings. But it was not until the first formal meeting of the group in November that Zacharias pulled him aside, saying "there was some sort of trouble with my security clearance and that I would be ineligible."

About ten days after the meeting, Taylor received a call from Hornig, "who said the panel was a very sensitive group, that it would be making recommendations to the Congress and that it was very essential that everybody on the panel be above suspicion. There wasn't any question about my loyalty, he didn't put it that way. But he felt that I would be a liability to the panel."

Taylor said he did a slow burn and did not press the matter until he came to Washington this summer to learn that other members of the panel had not been told what happened. The affair became the major topic of the panel's discussion here for the last two days. No decision has been made.

In addition to Zacharias, panel members include Jacqueline Grennan, president of Webster College, Harvard mathematics Prof. Andrew Gleason, the Stanford English professor and novelist, John Hawkes; Prof. George Stern of Syracuse University and Frederick H. Burkhardt of the American Council of Learned Societies.

Secretary GARDNER. There is no formal policy, there is no informal understanding that a controversial position on Vietnam creates a presupposition of unsuitability.

I would be as shocked as the Senator, the chairman, and Senator Yarborough are at any notion of judging suitability for an advisory committee on the basis of political views.

(Material subsequently supplied by Secretary Gardner follows:)

The policies governing the membership of Public Advisory Committees in the Department of Health, Education, and Welfare are described in the following two documents:

CHAPTER 9–20—PUBLIC ADVISORY COMMITTEES

9–20–00 Purpose
10 Scope
20 Authority
30 Policy
40 Establishment and Management of Public Advisory Committees
50 Exemptions and Waivers
60 Requests for Formal Determinations by the Secretary
70 Termination of Public Advisory Committees
80 Reporting Requirements
90 Consultation on Requirements of this Chapter

9–20–00 PURPOSE

This chapter sets forth the policies and procedures governing the establishment, use, operation, management, and termination of public advisory committees, including industry advisory committees. These policies and procedures supplement the general policies set forth in Chapters 9–00 and 9–10, which are applicable to all committees.

9–20–10 SCOPE

The provisions of this chapter apply to all public advisory committees as defined in 9–00–20B1 and to any similar group which, although not established by a Federal department or agency, is used in the same manner as a public advisory committee established by a Federal department or agency.

9–20–20 AUTHORITY

A. Executive Order 11007

Executive Order 11007, Prescribing Regulations for the Formation and Use of Advisory Committees, February 26, 1962 (27 F.R. 1875), prescribes Government-wide standards for certain advisory committees. This chapter sets forth the specific requirements of Executive Order 11007 and their applicability to committees in the Department.

B. Executive Order 11222

Executive Order 11222, Prescribing Standards of Official Conduct for Government Officers and Employees, May 8, 1965 (30 F.R. 6469), prescribes uniform standards regarding conflict of interest for advisers and consultants, including those who serve as committee members. The *DHEW Personnel Manual* (Instructions 304–1 and 735–3) explains in detail the conflict of interest standards for advisers and consultants.

9–20–30 POLICY

A. All staff offices and operating agencies of the Department shall use public advisory committees strictly in conformance with the above-mentioned Presidential directives, any applicable antitrust and conflict of interest laws and regulations, and good committee management practices.

B. The head of each staff office and operating agency should establish controls and safeguards to ensure that his office or agency complies with the operating standards for public advisory committees.

9–20–40 ESTABLISHMENT AND MANAGEMENT OF PUBLIC ADVISORY COMMITTEES

This section sets forth the standards for the formation and use of public advisory committees in the Department. Staff offices and operating agencies shall adhere to these standards and to the general criteria in 9–00–40, to the extent they are not inconsistent with specific statutes. These standards apply to all existing committees and to all committees established hereafter with the exception that certain standards do not apply to those committees specified in 9–20–50A.

A. Authorization

1. Heads of staff offices and operating agencies may establish a public advisory committee only when an evaluation of the criteria in 9–00–40 and other pertinent facts clearly indicate that there is adequate legal authority, that there is a real need to be served, and that it is in the public interest to do so in the fulfillment of duties imposed by law.

2. Heads of staff offices and operating agencies shall not form or utilize a public advisory committee unless specifically authorized by law or specifically determined as a matter of formal record by the Secretary to be in the public interest in connection with duties imposed by law.

B. Functions

Heads of staff offices and operating agencies shall not utilize public advisory committees for functions that are not solely advisory, and shall ensure that the determination of actions to be taken on matters upon which such committees advise or recommend is made solely by Government officers or employees.

C. Conduct of committee meetings

1. A full-time salaried officer or employee of the Government shall call or give advance approval to call, and shall formulate an agenda for each meeting of a public advisory committee.

2. A full-time salaried officer or employee of the Government shall chair or attend each meeting, and shall have authority and be required to adjourn a meeting whenever he considers adjournment to be in the public interest.

3. The head of the concerned staff office or operating agency shall ensure that minutes are kept at each meeting of a public advisory committee, other than industry advisory committees. The minutes shall, at a minimum, contain a record of persons present, a description of matters discussed and conclusions reached, and copies of all reports received, issued, or approved by the committee. A full-time salaried officer or employee, present at the proceedings, shall certify the accuracy of the minutes.

4. The head of the concerned staff office or operating agency shall ensure that a verbatim transcript is kept of all proceedings at each meeting of an industry advisory committee. The transcript must include the names of all persons present, their affiliations, and the capacity in which they attend. A tape recording of the proceedings will serve in lieu of a stenographic or other record.

5. Heads of staff offices and operating agencies should periodically review committee operations to ensure that they are in accord with the objectives for which the committee was formed and that meetings and other activities are subject to adequate controls exercised by a full-time salaried officer or employee of the Government.

D. Conduct of individual committee members

Advisers and consultants serving as members of public advisory committees should not participate in situations in which a violation of conflict of interest laws and regulations is likely to occur. Heads of staff offices and operating agencies should establish procedures and controls to ensure that a committee member is disqualified from performing duties or rendering advice which will have a direct and predictable effect on the interests of an organization or institution with which he is associated as an employee or consultant or in which he has a financial interest. In particular, committee members should not participate in the evaluation of contract or grant proposals which will directly affect the interests of such organization or institution.

E. Duration of committees

1. A public advisory committee whose duration is not otherwise fixed by law shall terminate not later than two years from the date of formation unless the Secretary formally determines, in writing not more than sixty days prior to the expiration of the two-year period, that its continued existence is in the public interest. (See 9–20–60C2.)

2. Further continuance of such committee also depends upon the Secretary's making a similar determination not more than sixty days prior to the end of each subsequent two-year period.

3. The date of formation of a committee now in existence shall be deemed to be July 1, 1960, or the actual date the Secretary approves the formation, whichever is later.

4. A committee for which a specific statute prescribes a fixed term of membership and a staggered system of selection that would provide for its indefinite continuance may be considered to have had its duration fixed by statute as indefinite. A formal determination need not be made that its continued existence is in the public interest.

F. Committee records

1. Staff offices and operating agencies shall maintain for all public advisory committees for which they are responsible, all records and files including: agenda, transcripts, notes, or tape recordings of meetings; studies, analyses, reports, or other data compilations; or working papers, made available to, or prepared by or for any such committee.

2. The Attorney General may request that such records and files be made available to his authorized representatives. Upon request by the Attorney Generl, the head of the concerned staff office or operating agency through the General Counsel shall furnish the materials subject to such security restrictions as may properly be imposed on the materials involved.

G. Additional standards for industry advisory committees

The following Government-wide standards apply to industry advisory committees only. They supplement the standards in items A through F, above.

1. *Membership.* Each committee shall be reasonably representative of the group of industries, single industry, or geographical, service, or product segment to which it relates, considering such factors as size and function of business enterprises in the industry or industries, their location, affiliation, and competitive status. Selection shall be limited to individuals actively engaged in operations in the particular industry, industries, or segment concerned except when the Secretary deems such limitations would interfere with effective committee operation.

2. *Use of Data and Reports.* Industry advisory committees shall not receive, compile, or discuss data or reports showing the current or projected commercial operations of identified business concerns.

9–20–50 EXEMPTIONS AND WAIVERS

A. Exemptions

The standards in 9–20–40A1, 9–20–40C5, and 9–20–40D, to the extent they are not inconsistent with specific statutes, apply to all committees. The requirements of Executive Order 11007 and the standards in 9–20–40A2; 9–20–40B; 9–20–40C1, 2, 3, and 4; 9–20–40E; 9–20–40F; and 9–20–40G do not apply to:

1. Any advisory committee for which Congress by statute has specified the purpose, composition, and conduct, unless and to the extent such statute authorizes the President to prescribe regulations for the formation or use of such committee.

a. The term "conduct," as used in this item, should be interpreted as the calling, chairing, and reporting of committee meetings. If the statute specifies the purpose and composition of the committee and prescribes conditions for all three of these aspects of conduct, the committee is excepted from the requirements of Executive Order 11007. If the statute does not cover all three aspects of conduct, the committee may or may not be excepted depending upon the degree to which the conditions specified in the statute actually prescribe the conduct of the committee.

2. Any local, regional, or national committee whose sole function is the dissemination of information for public agencies.

3. Any local civic committee whose primary function is that of rendering a public service other than giving advice or making recommendations to the Government.

4. Any advisory committee composed wholly of members of State or local agencies or charitable, religious, educational, civic, social welfare, or other similar non-profit organizations. Heads of staff offices and operating agencies should review the status of such committees, as excepted or not excepted on the basis of their composition, each time a change in membership occurs.

a. The phrase "similar non-profit organization," as used in this item, should be interpreted to include the Federal Government. The fact that a Federal Government official or employee is a member or chairman of a public advisory committee will not, of itself, make the committee subject to the requirements of Executive Order 11007.

b. For purposes of this section the term "representative" should be interpreted to mean that the member is selected because he is associated with a charitable, religious, educational, civic, social welfare, or other similar non-profit organization. It is not required that the member be selected by the organization or by the Federal Government to act as a spokesman for such organization.

B. Waiver of requirements

1. *Committees Other Than Industry Advisory Committees.* The Secretary may waive compliance with the requirements of 9–20–40C1, 2, and 3, above, for public advisory committees other than industry advisory committees. To waive these requirements, the Secretary must formally determine:

a. That compliance would interfere with the proper functioning of the committee or would be impracticable;

b. That adequate provisions are otherwise made to ensure that committee operation is subject to Government control and purpose; and

c. That waiver is in the public interest.

2. *Industry Advisory Committees.* The Secretary may authorize that minutes be kept in lieu of verbatim transcripts of proceedings at meetings of industry advisory committees. The minutes must meet the requirements for content and certification specified in 9–20–40C3. To waive the requirement for verbatim transcripts, the Secretary must formally determine:

a. That a verbatim transcript would interfere with the proper functioning of the committee or would be impracticable; and

b. That waiver is in the public interest.

3. Exhibit X9–20–1 provides a format for obtaining the waivers mentioned in 1 and 2 above.

9–20–60 REQUESTS FOR FORMAL DETERMINATION BY THE SECRETARY

A. Responsibility for initiating requests

1. The heads of staff offices and operating agencies are responsible for initiating requests to the Secretary for a formal determination that committee formation or utilization, waiver of compliance of specific requirements, or continuance beyond the two-year period is in the public interest.

2. The heads of staff offices and operating agencies should consider the "Basic Requirements for Establishment of Committees" in 9–00–40, particularly "Adequacy of Authority," in developing a request for a formal determination that the formation or utilization of a committee is in the public interest.

B. Content and format

1. *Content.* The heads of staff offices and operating agencies requesting a formal determination should include in the memorandum a summary of pertinent facts required for the determination and a statement recommending that the Secretary make a specific formal determination. The summary of pertinent facts should include all of the necessary information and reasoning through which a conclusion was reached that the requirements for the formal determination are met, e.g.:

a. To justify the establishment of a committee, include a statement of the duties imposed by law, a citation of the act and specific section(s) imposing these duties, and the reasons the duties can best be performed by the committee.

b. To justify waiver of requirements on the calling, chairmanship, and reporting of meetings, include a statement on why and how compilance would interfere with the proper functioning of the committee, on the alternative controls provided, and on why and how these controls are adequate.

2. *Format*

a. The initiating office should prepare a request for a formal determination by the Secretary in the format shown in Exhiibt X9–20–1.

b. Initiating offices should prepare a separate memorandum for each proposed committee.

C. Submitting requests

1. The heads of staff offices and operating agencies should submit requests for a formal determination to the Secretary through the Department Committee Management Officer.

2. The heads of staff offices and operating agencies should submit to the Secretary through the Department Committee Management Officer not more than sixty nor less than thirty days prior to the expiration of the two-year period requests for a formal determination that continuance of a committee is in the public interest.

TERMINATION OF COMMITTEES

A. Public advisory committees whose duration is not otherwise fixed by law will automatically terminate:

1. Two years after the date of establishment unless the Secretary approves an extension;

2. Upon the expiration date set forth in a formal determination unless the Secretary approves an extension; or

3. When the mission has been accomplished, even though the duration period has not expired.

B. The official who proposed the establishment or is responsible for a public advisory committee should request its dissolution by written request to the appropriate head of the staff office or operating agency, or the Secretary, depending upon who is the establishing official. The head of the staff office or operating agency shall submit requests for termination by the Secretary through the Department Committee Management Officer.

9–20–80 REPORTING REQUIREMENTS

Staff offices and operating agencies are responsible for maintaining records and reporting on public advisory committes as prescribed in Chapter 9–10.

9–20–90 CONSULATION ON REQUIREMENTS OF THIS CHAPTER

Staff office and operating agency officials should consult the Office of General Counsel on questions concerning legal interpretations, the Division of Personnel Management regarding the appointment of committee members, and the Department Committee Management Officer on all other aspects regarding public advisory committees.

FORMAT FOR REQUESTING FORMAL DETERMINATION BY THE SECRETARY

Subject: Request for Formal Determination by the Secretary as Required by Executive Order 11007 Regarding (Formation of) (Utilization of) (Requirements for) (Continuance of) the (*name of committee*).

Summary of Pertinent Facts: (See 9–20–60B for content)

RECOMMENDATION

I recommend that the Secretary formally determine that [specify the particular determination recommended, e.g.:

the (formation) (utilization) of the (*name of committee*) is in the public interest in connection with the performance of duties imposed by law, and that such duties can best be performed by such a group

compliance with the requirement(s) in Executive Order 11007 for the (calling) (chairmanship) (keeping of minutes) of meetings of (*name of committee*) (would interfere with the proper functioning of this committee) (would be impracticable), that adequate provisions are otherwise made to ensure that committee operation is subject to Government control and purpose, and that waiver of the requirement(s) is in the public interest

compliance with the requirement in Executive Order 11007 that a verbatim transcript be kept of all procedings of meetings of the (*name of committee*) (would interfere with the proper functioning of this committee) (would be impracticable) and that waiver of this requirement is in the public interest

that continuance of the (*name of committee*) beyond (expiration date)is in the public interest.]

Signature

(of the head of the staff office or operating agency making the recommendation)

Formal determination

I hereby determine that (complete with the text of the specific determination requested under "Recommendation," above)

Signature of Secretary

(space should be provided for the signature of the Secretary and the date of the formal determination)

NOTE.—If a request for two or more formal determinations relating to the same committee is made in a single memorandum, repeat the above format as many times as necessary in the body of memorandum.

CHAPTER 9–25—SELECTION OF MEMBERS FOR PUBLIC ADVISORY COMMITTEES

9–25–00 Purpose
10 Procedure for Obtaining Advance Approval from the Secretary
20 Procedure for Issuing Invitations to Prospective Committee Members

9–25–00 PURPOSE

This chapter describes the procedures staff offices and operating agencies shall follow to obtain the Secretary's advance approval of nominees to certain public advisory committees and to issue invitations to these nominees once the Secretary's approval is obtained.

9–25–10 PROCEDURE FOR OBTAINING ADVANCE APPROVAL FROM THE SECRETARY

A. Nominees for whom the Secretary's advance approval should be obtained

1. The selection and nomination of persons from outside of Federal Government to serve as members of public advisory committees, including persons who may already be serving as individual consultants to any Federal agency, require the approval of the Secretary when:

a. The President appoints or designates the member.

b. The Secretary appoints or designates the member, or approves the appointment or designation.

c. The operating agency head appoints the member and the Secretary is specifically associated with the letter of invitation or other communication.

d. The nominee to an industry advisory committee subject to the standards in 9–20–40 is not actively engaged in operations in the particular industry, group of industries, or segment concerned.

e. The head of another department or agency appoints or designates the member but relies on the Department of Health, Education, and Welfare for initial selection or recommendation of the nominee.

B. Committees requiring Secretary's advance approval of nominees

1. Exhibit X9–25–1 lists existing committees for which the Secretary's advance approval of nominees is required. Committee Management Officers are responsible for notifying the Department Committee Management Officer of changes which should be made in the list.

C. Committee positions excepted from advance approval requirements

1. The advance approval requirements in this chapter do not apply to committee positions for which there are specialized selection procedures, e.g.:

a. Members of *ad hoc* committees on tolerances for pesticide chemicals, color additives, etc.

b. Members for whose selection heads of other Federal, State, or local government agencies are responsible, unless the Department of Health, Education, and Welfare by special arrangement is responsible for securing the necessary clearances.

D. Responsibilities of staff offices (Office of the Secretary) and operating agencies

1. Each head of a staff office or an operating agency has the primary responsibility for initiating action with regard to those committees which are primarily related to the programs of his organization.

2. Each staff office and operating agency is responsible for establishing controls and schedules:

a. To ensure that no invitation or similar communication is made with prospective nominees until after the Secretary's final approval and necessary clearances by the Congressional Liaison Office and the Director of Internal Security.

b. To ensure that invitations or similar communications with nominees selected for service on committees whose members are appointed or designated by the President or the Secretary are made only on advice of the Secretary's staff.

c. To ensure that nominees are fully informed regarding standards applicable to such committees and the conflict-of-interest laws and responsibilities that may be applicable to them as advisers or consultants as prescribed in *DHEW Personnel Manual*, Instructions 304–1 and 735–3.

d. To ensure that selection of nominees for industry advisory committees subject to the standards in 9–20–40 is in accordance with the requirements in 9–20–40G.

e. To provide for submission of nominations sufficiently in advance of the time services are required to permit orderly consideration.

f. To provide for the maintenance of up-to-date information on all committees, including expiration dates of current members' appointments.

E. Request for tentative approval

1. The head of a staff office or an operating agency should present to the Secretary, or a designated member of his immediate staff, a memorandum (in

quintuplicate, including the yellow box file copy) requesting the Secretary's tentative approval of a nominee. The office or agency head should submit only one nominee for each post to be filled. The memorandum to the Secretary should include the following information:

a. Background information about the nominee, including:

(1) Biographical information: date and place of birth, and home address.

(2) Qualifications for membership: educational and professional background and accomplishments, work experience, and organizations and interest groups with which associated.

(3) Association with the Department, including current and prior service on public advisory committees.

b. Length of term to be served and ending date.

c. Roster showing current membership of the committee, including each member's title, name and address of institution or organization with which each member is affiliated, and the year in which each member's term expires.

d. A map showing the geographic distribution of the present (excluding retiring members) and proposed members of the committee. Form HEW–111 may be used for this purpose.

e. If the nominee to an industry advisory committee subject to standards in 9–20–40 is not actively engaged in operations in the particular industry, group of industries, or segment concerned, a statement indicating why selection in accordance with the standards in 9–20–40G would interfere with effective committee operation.

F. Action by Secretary's Office

1. The Secretary will consider the nomination and indicate tentative approval, subject to preappointment clearance, or disapproval. The Office of the Secretary, including the Assistant Secretary (Health and Scientific Affairs), Assistant to the Secretary, Assistant Secretary for Administration, and the Office of Program Analysis will provide such staff assistance as the Secretary may desire.

2. If the Secretary gives tentative approval to the nomination, his immediate office will refer the requesting memorandum to the Congressional Liaison Office and will notify the Committee Management Officer or other official of the staff office or operating agency. The Congressional Liaison Office will obtain appropriate clearances.

3. If the Secretary disapproves the nomination, his immediate office will return the requesting memorandum to the staff office or operating agency with an indication of disapproval.

G. Request for Preappointment Check

1. The staff office or operating agency through its security representative should request the Director of Internal Security to make a preappointment check of the nominee. Such request should be made prior to or at the time the nomination is sent to the Secretary for tentative approval. Such request is not required if the President appoints or designates the member since the White House makes the check on Presidential appointments.

H. Congressional clearances

1. When the Congressional Liaison Office has obtained the appropriate clearances, the Office will initial the yellow box file copy of the requesting memorandum to indicate approval and return it to the Secretary for final approval. The Office will, after final approval, notify the Committee Management Officer or other appropriate official of the staff office or operating agency of this action.

2. If the Congressional Liaison Office does not obtain the necessary clearances, the Office will inform the Secretary and return the requesting memorandum to the Committee Management Officer or other appropriate official of the staff office or operating agency with an indication of action taken.

I. Secretary's final approval

1. The Secretary will evidence his final approval of the nomination by signing the requesting memorandum and returning it to the staff office or operating agency. The staff office or operating agency will furnish the Congressional Liaison Office with a copy of the approved memorandum.

9–25–20 PROCEDURE FOR ISSUING INVITATIONS TO PROSPECTIVE COMMITTEE MEMBERS

A. Communications with prospective committee members

1. Officers and employees of the Department should not issue an invitation to a prospective committee member until all of the required clearances are completed.

B. Appointments by the President

1. After the Secretary has approved the requesting memorandum, the staff office or operating agency should prepare the following documents:

a. Briefing memorandum to the Secretary.

b. Memorandum from the Secretary to the Special Assistant to the President, stating the authority for the appointment and containing the name and brief background data on each nominee. A more detailed background statement on each nominee, per 9–25–10E above, should also be attached.

c. Memorandum for signature of the Secretary addressed to the President, recommending the appointment.

2. The staff office or operating agency should route the documents to the Secretary for approval and forwarding to the White House.

3. The Secretary's immediate office will notify the staff office or operating agency of the action taken by the President.

4. If the nominee accepts the invitation to serve, the staff office or operating agency should initiate action to effect the appointment. (See *DHEW Personnel Manual*, Instruction 304–1.) If the nominee declines, the prescribed selection procedure should be repeated.

C. Appointments made or approved by the Secretary

1. The following procedure applies when the letter of invitation is to be signed by the Secretary.

a. Upon receipt of the approved requesting memorandum and the Director of Internal Security's notice of results of the preappointment check, the staff office or operating agency should prepare a letter of invitation to the nominee (in quadruplicate, including the yellow file box copy). The staff office or operating agency should forward the letter, together with the approved requesting memorandum and the results of the preappointment check, to the Secretary for signature.

b. The Secretary's immediate office will notify the staff office or operating agency and the Congressional Liaison Office of the action taken by the Secretary.

c. If the nominee accepts the invitation to serve, the staff office or operating agency should initiate action to effect the appointment. (See *DHEW Personnel Manual*, Instruction 304–1.) If the nominee declines, the selection procedure should be repeated.

2. Each staff office or operating agency should prescribe its own internal procedures governing invitations to be signed by the head of the staff office or operating agency, or his designee, upon approval by the Secretary.

D. Appointment by heads of staff offices or operating agencies that do not require approval of the Secretary

1. Each staff office or operating agency should establish its own procedure for inviting persons from outside Government to serve on public advisory committees not covered by the above procedures. Before extending such invitations a preappointment check by the Director of Internal Security is required.

Committees requiring Secretary's advance approval of nominees

Committee and appointing official	United States Code reference	Responsible agency
The President appoints or designates the members of the:		
National Advisory Council on the Education of Disadvantaged Children.	20 U.S.C. 241L	OE
National Advisory Council on Extension and Continuing Education.	20 U.S.C. 1009	OE
Board of Regents of the National Library of Medicine (with confirmation by the Senate).	42 U.S.C. 277	PHS
National Medical Libraries Assistance Advisory Board (with confirmation by the Senate).	42 U.S.C. 280b–2	PHS

Committees requiring Secretary's advance approval of nominees—Continued

Committee and appointing official	United States Code reference	Responsible agency
The Secretary appoints or designates the members of the:		
National Advisory Board on Establishment of the National Technical Institute for the Deaf.	20 U.S.C. 685	OS
National Advisory Committee on the Education of the Deaf	42 U.S.C. 2495	OS
Panel of Consultants on Aging	42 U.S.C. 1314f	AOA
Advisory Committee on Older Americans	42 U.S.C. 3051	AOA
Board of Tea Experts	21 U.S.C. 42	FDA
Advisory Council on State Departments of Education	20 U.S.C. 870	OE
Advisory Council on Insured Loans to Vocational Students	20 U.S.C. 994	OE
Advisory Council on Insured Loans to Students	20 U.S.C. 1083	OE
The Federal Hospital Council	42 U.S.C. 291k	PHS
National Advisory Council on Health Research Facilities	42 U.S.C. 292b	PHS
National Advisory Council on Education for Health Professions	42 U.S.C. 293e	PHS
National Advisory Council on Nurse Training	42 U.S.C. 298	PHS
Review Committee on Nurse Training	42 U.S.C. 298(b)	PHS
Automotive Vehicle and Fuel Pollution Advisory Committee	42 U.S.C. 1857e	PHS
Advisory Council on Social Security Financing	42 U.S.C. 401a	SSA
Advisory Council on Social Security	42 U.S.C. 907	SSA
Health Insurance Benefits Advisory Council	42 U.S.C. 1395dd	SSA
National Medical Review Committee	42 U.S.C. 1395ee	SSA
National Advisory Council on Vocational Rehabilitation	29 U.S.C. 34(d)	VRA
National Policy and Performance Council	29 U.S.C. 41b(d)	VRA
National Commission on Architectural Barriers to Rehabilitation of the Handicapped.	29 U.S.C. 41d	VRA
National Advisory Council on Correctional Manpower and Training (after consultation with the Attorney General).	29 U.S.C. 42(b)	VRA
Advisory Council on Public Welfare	42 U.S.C. 1314	WA
Demonstrations Projects Technical Review Panel (Juvenile Delinquency).	42 U.S.C. 2546a	WA
Technical Review Training Panel (Juvenile Delinquency)	42 U.S.C. 2546a(1)	WA
The Commissioner of Education with the approval of the Secretary appoints members of the:		
Advisory Committee on Vocational Education	20 U.S.C. 35h	OE
Advisory Committee on New Educational Media	20 U.S.C. 561	OE
Advisory Committee on the Training of Teachers of the Deaf	20 U.S C. 675c	OE
Advisory Committee on Graduate Education	20 U.S.C. 733	OE
Advisory Committee on Supplementary Educational Centers and Services.	20 U.S.C. 846	OE
Advisory Council on College Library Resources	20 U.S.C. 1025	OE
Advisory Council on Developing Institutions	20 U.S.C. 1053	OE
Advisory Council on Quality Teacher Preparation	20 U.S.C. 1091	OE
The Surgeon General with the approval of the Secretary appoints members of the:		
National Advisory Environmental Health Committee	42 U.S.C. 210	PHS
Board of Regents Advisory Committee for Extramural Programs	42 U.S.C. 217a	PHS
National Advisory Community Health Committee	42 U.S.C. 217a	PHS
National Advisory Research Resources Committee	42 U.S.C. 217f	PHS
National Advisory Cancer Council	42 U.S.C. 218	PHS
National Advisory Dental Research Council	42 U.S.C. 218	PHS
National Advisory Health Council	42 U.S.C. 218	PHS
National Advisory Heart Council	42 U.S.C. 218	PHS
National Advisory Mental Health Council	42 U.S.C. 218	PHS
National Advisory Committee on Public Health Training	42 U.S.C. 242d	PHS
National Advisory Arthritis and Metabolic Diseases Council	42 U.S.C. 289a	PHS
National Advisory Neurological Diseases and Blindness Council	42 U.S.C. 289a	PHS
National Advisory Allergy and Infectious Diseases Council	42 U.S.C. 289b	PHS
National Advisory Child Health and Human Development Council	42 U.S.C. 289f	PHS
National Advisory General Medical Sciences Council	42 U.S.C. 289f	PHS
National Advisory Council on Medical, Dental, Optometric and Podiatric Education.	42 U.S.C. 295f-4	PHS
National Advisory Council on Regional Medical Programs	42 U.S.C. 299e	PHS

Secretary GARDNER. I will now turn to my testimony, Mr. Chairman, and we will respond to the other questions in writing.

(The information follows:)

TITLE I ESEA—EQUIPMENT AND CONSTRUCTION LIMITATIONS

I. The U.S. Office of Education has been in consultation with subcommittee staff concerning funds for equipment and construction under Title I, ESEA. It is expected that solutions to the matter will be developed in the near future.

II. The general counsel of the Department of Health, Education and Welfare Office of Education has advised the division of Title II, Higher Education Act,

that in the future an individual institution may apply on behalf of a consortium in 1968. The policy and procedures manual for 1968 is currently undergoing revision and will contain an explanation of this process.

For members of this distinguished subcommittee there is no need to elaborate upon the increasing significance of education for our time. By your actions in the past decade you have amply demonstrated your commitment to American education. The fulfillment of each citizen's hopes and the solution of our society's most crucial problems demand that we continue to improve our Nation's educational opportunities.

Improvement can only come through careful assessment of what has proven successful in the past and careful planning for the needs of the future. These hearings provide a useful opportunity to carry out such assessment and planning.

I am pleased to appear before you today to discuss certain issues which are of particular concern to me in our 1967 legislative proposals for education.

The Elementary and Secondary Education Amendments of 1967, contained in S. 1125, build on a number of our most successful existing programs and call for the establishment of vitally needed new programs. All of these amendments are worthy of your support. Commissioner Howe will discuss them in detail. At this time, I would like to restrict my remarks to two issues that I believe are especially deserving of comment—the future of title III of the Elementary and Secondary Education Act, and comprehensive educational planning, a proposed new amendment to title V of the ESEA.

TITLE III—ESEA

As you may know, I have taken a particular interest in title III of the Elementary and Secondary Education Act of 1965. I am deeply concerned about the House-passed amendments to alter the administrative structure of the program. These can only diminish the effectiveness of the program and threaten its generally acknowledged success.

The present title III program is a modest enterprise financially, but exceedingly ambitious in terms of objectives. It is designed to help us rethink the entire process and organization of education and reshape it to fit the times. Its central objective is to encourage constructive change by giving schools Federal "seed money" to develop new and improved methods of teaching and learning and better ways of serving children, parents, and the community. It is not designed to support "more of the same" with the addition of small amounts of Federal money.

Title III is unique in its broad mandate—a mandate which includes nearly every aspect of education from preschool programs to adult educational activities, and it is unique in its flexibility. Virtually any kind of creative and constructive educational experimentation can be supported under title III.

Educators in hundreds of local school districts who have administered programs under title III overwhelmingly support the present and emerging arrangements which establish new and promising lines of communication among the Federal Government, the State departments of education, and the local school districts. Under these arrangements, local districts innovate; States assess local ideas and plan statewide networks to promote educational change; nationwide panels of

educational leaders help to select for Federal funding the very best that our educational system has devised. One recent survey indicates that, of 723 local title III project directors, 90 percent explicitly favor the program as it now operates.

Evidently, then, opposition to title III, as it is presently operated, does not stem from those who know it best at the grassroots. This would seem to place the burden of proof heavily on those advocating a change in title III administrative arrangements. And the plain truth is that the advocates of a change have not been able to show how the educational needs of the Nation would be better served under a different arrangement. I fail to see any case to support the precipitous change embodied in the House-passed bill, H.R. 7819.

Of equally great concern to me is the danger involved in altering a program which has so successfully avoided the historic church-state controversy. At present, more than 1 million non-public-school children drawn from 3,000 nonpublic schools are participating in the title III program. In title III, Congress, in its wisdom, has established an exceedingly delicate balance on this issue. The proposed changes may well destroy, once again, that precarious balance.

There is also a serious question concerning the capacity of many of the States to assume responsibility for title III at this time. Although the Office of Education warmly encourages State departments of education to become deeply involved in the administration of title III, the total educational burden on the States is of such magnitude that only 15 have been able to staff title III programs, despite encouragement and support under title V to do so.

As a matter of fact, where the State departments of education have been ready and willing to become involved in the administration of title III programs, the Office of Education has warmly welcomed such involvement. This is entirely possible under existing arrangements.

There are misgivings even within the ranks of State commissioners of education. I quote, in this connection, the forthright sentiments of Vermont Commissioner of Education Richard A. Gibboney:

> I know from direct experience with our statewide plan for Title III, which will begin next fall, that the U.S.O.E. is very alert to unique state and local needs—more so than some of the people in leadership positions at the state and local levels. I do not think we should tamper with success.
>
> I am certain also that if the states alone are given the authority to approve or disapprove Title III applications the essential innovative element in Title III will be lost in many states because the State Commissioners of Education will find it very difficult to resist subtle community and political pressure to give "good old Joe" his pro-rata share of Title III funds. Title III will then become an educationally masked political dole and the money we so desperately need to try better and more effective ways of teaching will be lost in across-the-board general aid under the guise of innovation.

Mr. Chairman, I offer no judgment on the accuracy of Commissioner Gibboney's view. I simply offer it as evidence that misgivings exist.

I believe that the subcommittee's attention should also be directed to the views of Dr. Jacob I. Hartstein, president, Kingsborough Community College of the City University of New York and presiding officer of the National Advisory Committee for Title III. He says:

> 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 . . . Very few State Departments of Education have had either the time or resources to devote to critical evaluation of ongoing procedures, and the development of

more creative responses to the continuing question of how to best educate the country's youth . . . 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 new 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 . . . It is absolutely imperative that this innovative thrust be maintained under any future administrative arrangement. We cannot see this being done if the states are given complete control of the program at this time.

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 are 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.

That, Mr. Chairman, is the view of the spokesman for the National Advisory Committee on Title III, the body set up specifically to evalute the program in question.

I urge you to support title III as it is presently constituted and to resist efforts to alter its present structure before it has had a chance to make its maximum contribution to the improvement of American education.

TITLE V—ESEA

I now would like to turn from title III and concentrate the remainder of my formal testimony upon what I consider to be one of the most significant of our proposed new programs, comprehensive educational planning under title V of the ESEA.

There has never been a greater need for educational planning. It is imperative that we give more attention at all levels—local, State, and Federal—to the direction in which education in this Nation is or should be heading. The proposed comprehensive planning amendment would enable States, local school districts, and metropolitan areas to strengthen their educational planning capabilities.

The comprehensive planning proposal would authorize $15 million, the major portion of which would be allotted to State educational planning agencies. A portion of the funds would be allotted at the discretion of the Commissioner of Education to foster planning in metropolitan areas or among regional groups of States.

These funds could be used to hire the trained personnel needed to organize and carry out major planning efforts in each of the States; and to provide technical assistance in planning to local school districts requesting it. Planning for higher education would not be mandatory, but would be left to the discretion of the States. If a State chose to, it could establish a separate agency for higher education planning.

As currently conducted, statewide educational planning is wholly inadequate. Many States lack any unit responsible for comprehensive planning for the best use of the State's educational resources. States

have periodically created special committees and commissions to draw up State plans—sometimes a master plan or sometimes a plan for particular activity, but by and large, these have not been adequate for the total educational needs of the State.

With the funds that would be made available under the proposed amendments, the States will be able to engage in the kind of educational planning that all forward-looking educators now consider essential. Such experts believe, for example, that the States should engage in a continuous process of defining the goals of education, not just in terms of classroom characteristics and teacher qualifications, but in terms of what they want children to learn and to be able to do when they complete their schooling.

Comprehensive planning would enable a State or local school district better to define its unique needs as distinguished from nationally defined programs. Although Federal programs have been carefully designed to meet important educational needs, these needs vary in their intensity from State to State and school district to school district. What best fits the needs of Montana may not always apply to Indiana, and vice versa. Too few States and local school systems have had the resources or the opportunity to plan for such distinctively local needs.

For lack of such resources, they find it difficult to speak confidently of their own needs or to take the initiative in pressing those needs in the Federal relationship. For the same reason, they may not make the best use of their own and Federal resources.

With the proposed planning measures, State and local school systems would be in a better, stronger position. Having the resources to plan, they would be able to formulate their own education goals and priorities. They would be in a better position to choose among the many Federal programs available to them and would have the added advantage of allowing for a coordinated use of their own resources.

We are rightfully concerned today with building a more effective Federal-State-local system, and in doing so to preserve the strength and initiative of State and local levels.

PRESERVATION OF STATE AND LOCAL INITIATIVE

Senator MORSE. I want to interrupt at that point if I may, Mr. Secretary. Let me be your witness for the moment to say that it has been made perfectly clear to me in my conferences down in your Department that your objective—and it is the primary objective of the subcommittee too—is to preserve the strength and initiative of State and local levels; but allied to this objective is the aim of also having the Federal Government operate as a partner in trying to help, through funding, the States to plan.

Two quick examples of what bringing in advice and information not known by the local officials can do in helping the school system may be helpful.

DISTRICT OF COLUMBIA SCHOOL SYSTEM

You know, I am also the chairman of the subcommittee of the Senate Committee on the District of Columbia that has jurisdiction over

the schools of the District. It is no criticism of District of Columbia schools at all when I say the fact is that the people in our own area at the governmental level, including not only the District of Columbia governmental level, but the congressional level, are not as aware of some of the deplorable conditions that exist within our own school system here as we should be.

Some of the people in the school system are concerned, but after all, they do not have the legislative power and they do not have the adequate budget made available to them so that they could go in to do the things that need to be done. In recent years, as you know, we have had the benefit on a voluntary basis of some outside assistance in coming into the District of Columbia doing some survey work. We are also reviewing the results of the Passow survey and study.

There has been some remarkable cooperation, may I say, Mr. Secretary, from your Department, too.

What have these surveys and studies disclosed? They have been able to disclose that there are some factual situations to be found in the District, not only dealing with lack of physical facilities, but also with the need for professional advice in the development of the curriculum, the resolution of teacher's problems, including lessening the teacher-student load. These and other problem areas are discussed in the reports. There is no doubt about the importance of this help to a local school administration.

EDUCATIONAL DEPRIVATION IN URBAN GHETTOS

The same is true at the State level, as you have pointed out in your testimony already. Although I do not want to overemphasize it, neither can we dare to ignore it.

The fact remains that in many of our highly industrialized States we find that the school authorities in some of the great municipalities are really not fully aware of what is going on in their ghettos nor the extent to which there is educational deprivation of the children in those areas. The fact is that in some of these ghettos, if you want to use another descriptive term, there is educational starvation. It does not take such educational starvation to continue for many years with a given generation of boys and girls who become young men and women and then adults, without producing a strong reaction. We are experiencing some of that reaction in America today. Educational deprivation is not the only cause, but do not mistake it as a minor cause in your evaluation.

IMPACT OF EDUCATIONAL STARVATION ON RACE PROBLEM

One of the reasons for the race problems in this country today in the great metropolitan areas has been the educational starvation under which the Negroes of America have suffered for too many years in the ghettos. At the same time we make available to them other media of information, such as television and radio—although do not get me started on the subject of the need of educational improvement in television and radio—nevertheless, this has been their diet.

It points out to me at least, as chairman of this subcommittee, the soundness of the proposal that you make when you say:

> We are rightfully concerned today with building a more effective Federal-State-local system and in doing so, to preserve the strength and initiative of the State and local levels.

I want to be a party to that building of effectiveness. This subcommittee has demonstrated that it wants to be a party to that building of effective coordinated action to strengthen our system. In my judgement the Federal Government should come in and help the States and the cities and the rural communities to plan for the meeting of their educational needs. These needs have become so serious that what we have in this country, as I am frequently heard to say on the floor of the Senate, is an educational crisis. We have a great job to do in trying to get the citizens of our country at the local level to understand the need for planning.

I appreciate this in my own State. We in Oregon are concerned about the recent defeated school bond issues. I cannot understand why this occurred.

This raises, as you know, another facet of this matter. The Federal Government has got to do its job but the States cannot stop doing their jobs and then look to the Federal Government to supply Federal money that will give them resources that they themselves ought to raise through their own tax policies. There must be a continuing climb in financial support by the local communities, by the States, and by the Federal Government if we are to meet the educational crisis.

I yield to the Senator from West Virginia.

BOND ISSUE DEFEATS

Senator RANDOLPH. May I ask you a question, Mr. Chairman. Then I would like to make just a brief comment.

Senator MORSE. You certainly may.

Senator RANDOLPH. The bond issues of which you speak, Mr. Chairman, are the bond issues which are not in areas of ghetto and tenement school districts, they are in the better school districts in the States?

Senator MORSE. In most instances.

Senator RANDOLPH. And these are the people who live in suburbia in homes of $20,000 or $30,000, or $40,000 valuation. These are the people who are defeating the school bond issues. I made a check on this.

Senator MORSE. In most instances. The one I referred to in my State does involve the whole city and that city includes also its better economic areas and its poorer economic areas. I am very much concerned about what is going to happen to the poorer economic areas in such instances, but you are quite right, in most instances it is the better areas that are turning down the bond issues.

Senator RANDOLPH. I do not want to indict the voters in these cases, except to say that in some instances we have reason to believe that those that are perhaps better favored now in connection with the level of their school system do not want to help the less favored area in the city or district. I have heard these people talk and I think that we do have this differential at work.

Senator MORSE. Absolutely right.

Senator RANDOLPH. And if you will allow me, Mr. Chairman, you called attention to a very important fact in the matter of the rioting and the hoodlums that are doing it, partially. Percentages are sup-

posed to indicate that over 60 percent of those that are participating in these riots in our cities, like in Detroit yesterday, or in Newark a few days ago, and other communities, are young people—18 years old and down to 14 years. I do not think it is always drawing the line on a racial basis but it gives opportunity for this element—this dropout element and those that have been deprived of the educational opportunities—to move in.

CHARACTER BUILDING IN SCHOOLS

One final comment. You stated, Mr. Secretary, that the State should engage in a continuous process of defining the goals of education.

I do not want to be philosophical but just to add figures to me is not enough. Just to write a sentence that is good English is not enough and we can go on and on through the categories.

What are we doing in our school systems to foster and build integrity and character within the student himself? What has been done? What can be done?

Secretary GARDNER. I think that most teachers believe that a great deal can be done. This traditionally is a task that is shared between the family and the church and the school but virtually all teachers, particularly teachers at the early levels, feel that it is part of their task and they comport themselves in that fashion and do what they can in their own teaching to teach values as well as to teach facts.

Senator RANDOLPH. In the ghetto and in the tenement, to a large degree, as Senator Morse and Senator Yarborough, I believe would agree, there is the lack of what we know as family training. It is absent to a degree there that perhaps makes it more important than we think now in terms of at least certain schools, in fact, in all schools. There has to be that indefinable something which comes with not only an informed teacher but an inspired teacher. You know what I mean.

Secretary GARDNER. Yes, sir.

Senator RANDOLPH. I think this is a problem to which all educators, certainly all of us on this subcommittee, need to attach ourselves.

Secretary GARDNER. I agree.

Senator MORSE. I thank the Senator very much for his contribution. I am sorry I interrupted but I was stimulated by you to interrupt. You may now proceed.

Secretary GARDNER. Well, Mr. Chairman, the creation of a Federal-State-local system characterized by an appropriate sharing of power and initiative, the kind of dispersion of power and initiative that we believe in, is an exacting task and it cannot be done with rhetoric. It requires that we strengthen State and local levels at certain critical points. The capacity of a State or local district to estimate its own needs and plan for them is one of those critical points.

VOLUNTARY COOPERATION

Our tradition of State control and local responsibility has many advantages upon which we wish to capitalize. This bill contains nothing which would require a State or local school district to participate. It is a program which provides for voluntary State cooperation. It would enable those agencies traditionally responsible for education

better to plot the course of their educational programs, to allocate their resources more effectively, and to assess their progress more accurately.

HOUSE COMMITTEE ACTION

Mr. Chairman, the logic of the case for comprehensive educational planning apparently commended itself to the House Committee on Education and Labor, for that distinguished body approved the administration's proposal essentially intact.

HOUSE FLOOR ACTION

Then, the House of Representatives struck out not merely all provision for comprehensive educational planning, the proposed title V, part B, but also did away with the special 15-percent set-aside under section 505 of ESEA.

USES OF 15 PERCENT SET ASIDE IN TITLE V

Funds under this section have been successfully employed during the past 2 years for a variety of truly exciting and significant projects of a national, regional, and interstate character. This has been the major source of support for projects affecting two or more States and has been used to assist such promising developments as:

INTERSTATE CERTIFICATION

An interstate certification survey of teachers and other school personnel, administered by New York, in which all 50 States are participating. The purpose of the survey is to identify those States interested in, and legally able to, participate in a reciprocity compact for teacher certification based upon "approved programs." The goal is to have States with appropriate statutory authority agree on common standards for approving teacher education programs. Such agreement would establish a basis for reciprocity whereby a teacher who graduates from any State-approved education institution could be immediately certified in any one of the cooperating States.

FOUR-STATE SCHOOL REORGANIZATION PROJECT

A Great Plains school district organization project, administered by Nebraska, and involving Iowa, Missouri, and South Dakota. The four States involved will pool their resources in seeking to solve a common problem—the development and carrying out of school district reorganization.

COLLABORATION EFFORT

These selected examples illustrate some collaborative attempts to solve the many mutual problems shared by the States. Under the 15-percent set-aside, the Office of Education is able to fund such collaborative efforts. Surely, the advantage of collective consideration of education problems of a national, regional, and interstate character is both promising of wide-ranging returns and demanding of continued support.

CIVIL RIGHTS ISSUES

One final topic, civil rights issues. Mr. Chairman, during its consideration of the proposed Elementary and Secondary Education Amendments, the House adopted three amendments relating to the efforts of the Department of Health, Education, and Welfare to secure compliance with title VI of the Civil Rights Act in programs authorized by the Elementary and Secondary Education Act. We have no particular objection to two of the amendments, but one would be damaging to our Equal Education Opportunity Program.

FOUNTAIN AMENDMENT

I refer to the amendment to section 182 of the ESEA, as amended, which would prevent the Department from deferring approval of new applications from school districts for new programs until these districts have been through the entire funds termination process—a process requiring several months in most cases. Under existing law, the Department may defer approval of new applications for up to 60 days after a district has received notice of a hearing for alleged noncompliance with title VI; if the hearing is completed within the 60-day maximum period allowed for deferral, an additional 30 days is permitted for the hearing examiner to prepare his finding. If the finding is not forthcoming within the 90-day period following the first notice for hearing, deferral must be, and is being, lifted.

Under current practice, hearings are initiated only after all efforts by this Department to obtain voluntary compliance have failed. In only three of some 150 cases which hearing examiners have decided during the last 2 years has the examiner found a district in compliance with the law. In two of the three, the examiner's findings of compliance were based on actions the school districts took after they appeared before the examiners.

The House-adopted amendment would remove the deferral period entirely and require the Department to process such applications routinely, even in cases where, based on strong evidence that districts were not in compliance with title VI, enforcement proceedings had been initiated.

Under the House amendment, a school system could even flaunt the program by openly refusing to comply with the law at the same time it applied for and received new Federal funds to commence new activities. By the time the safeguards necessary for an orderly and just hearing into the issue of compliance has been exhausted, the new funds might be spent and could not be recovered.

1966 ESEA AMENDMENT

You will recall, Mr. Chairman, that the House version of the 1966 amendments to the Elementary and Secondary Education Act contained the same provision. Fortunately, the conference report modified the House bill to protect the legitimate interests of school districts and, at the same time, permit the Department the latiude it needs to administer the equal educational opportunity program effectively.

Senator MORSE. Also, Mr. Secretary, to protect the American taxpayer, in the expenditure of funds, when they—when the record cer-

tainly established a prima facie case that the funds would be spent in violation of the law.

Secretary GARDNER. Yes, sir.

Senator MORSE. It is the old story in the law again, of applying what amounts to a restraining order until there is compliance. Nothing is new about that. I hope that we can work out an understanding with the House that will continue to protect the American taxpayer from the use of funds in those instances in which you show the evidence is overwhelming, that there has been a violation of the Civil Rights Act.

It gets right back to the Civil Rights Act. It gets right back to the 1954 decision. I could go a long way, I shall go all the way, in protecting any State, North or South, in its basic right, which, in my judgment, ought to be protected, to administer our school systems in accordance with State policy.

I will not burden this record with more than a passing reference to what I have said ad infinitum for years now, that I shall fight to protect the principle of State and local control.

THE 1947 DEBATE ON TAFT BILL

I take you back, Mr. Secretary, only for the purposes of the record, not for your knowledge because you already know it. I suppose the most historic debate we had on this issue was in 1947 when Bob Taft of Ohio introduced the Taft Federal Aid to Education bill for elementary and secondary schools and I stood shoulder to shoulder with him in the defense of this position.

I now enunciate it again: He wrote into that bill and defended it in his courageous way on the floor of the Senate time and time again, then and later, that the Federal funds should be commingled with State and local funds to be spent by State and local authorities in accordance with the State and local policy except when a constitutional question is involved.

When there is a constitutional question involved, then States rights fall, or "alleged" States rights fall, because no State is recognized to have the right to spend Federal funds in violation of constitutional rights of all of the people of the country, This is because those funds belong to all the people of the country and not to the State.

It is a hard abstract principle of constitutionalism to get across in this country.

We have made some progress in other fields of legislation besides educational legislation. I am an author of the amendment in the Senate of the United States for its broad application and that is that no Federal funds should be made available by any agency of the Federal Government for any program that violates constitutional rights. I do not care whether it is education or any other field.

BUILDING AND LOAN ASSOCIATION ANALOGY

I can remember some years ago we had a debate on the floor of the Senate—it flashes through my mind but it is pertinent to this context to illustrate this abstract principle—when there was a strong argument being made on the floor of the Senate in opposition to the estab-

lishment of branch Federal building and loan associations on the basis that this violated States rights. I asked the Senator making the argument to tell me whatw as unconstitutional about the bill.

It took him a little bit by surprise because he could not tell what would be unconstitutional about establishing branch Federal building and loan association offices. The Supreme Court had previously held that the original act establishing a Federal building and loan association system was constitutional and I said if that is constitutional, what could be unconstitutional about branch offices?

He good naturedly said to me 30 minutes after the debate was over, out in the cloakroom: "What did you do that to me for? You know that was for home consumption."

I want to say there is no place any more in the United States with regard to any argument about "constitutional rights" for home consumption for we have the decision of 1954 by the Supreme Court that makes it perfectly clear that integration is a constitutional duty and segregation is a constitutional violation.

FEDERAL FUNDS MAY NOT BE USED FOR UNCONSTITUTIONAL PURPOSE

Therefore, as far as the senior Senator from Oregon is concerned, once again I think we have an area here which we must work out in accommodation with the House because I do not think that you can possibly justify the expenditure of Federal funds for the implementation of an unconstitutional purpose. You do not spend the money first and then take the issue to the courts. You should stop the expenditure of the funds, take the issue to the courts, and if you succeed in the courts, then make the funds available at that time, but as you say in this testimony, Mr. Secretary, once the money is spent, then the issue becomes academic as to that set of operative facts.

Now, I have spoken in broad brush stroke, but I thought that you ought to know what the position of the chairman is with regard to this particular issue.

TITLE III AMENDMENTS

I want to say that I think a strong prima facie case has been made by the House with regard to other issues. I think in regard to title III that there is a wide area for our working out adjustments if the evidence presented by the witnesses pro and con in these hearings as they proceed shows that adjustments are needed. I have made it clear that the chairman is going to take the position that we will make the full record on both sides of those issues and that then we will come to our decisions, as far as this chairman is concerned, in the markup of the bill and in the subsequent conference with the House depending on what course of action the Senate has taken.

But when you get me involved in a constitutional issue, there is no area for compromise as far as I am concerned, for I do not intend to walk out on my oath. I believe that it is illegal to spend money for unconstitutional purposes and that therefore, the Congress has a duty to prevent the expenditure of the money until there is a determination as to whether the purpose meets the test of the Constitution.

I do not ask for agreement, but I do think that I owed it to my position here as chairman, to restate the position that I took when

this was before us last year when we worked out what I thought was a very satisfactory solution to this problem.

Unless my colleagues have anything to say you may proceed.

Secretary GARDNER. Thank you, Mr. Chairman.

FOUNTAIN AMENDMENT

Let me emphasize that this amendment is not concerned with continuing funds for programs already approved. Even though a school district may have been cited by the Department for noncompliance, funds for current programs may not be cut off until completion of a lengthy hearing and review process and unless an independent hearing examiner has found, on the basis of the evidence, that the district is not complying.

The effect of the House amendment to section 182 is clear, Mr. Chairman; it would weaken our civil rights compliance efforts in programs under the Elementary and Secondary Education Act. We urge that the amendment be deleted from any final version of the bill approved by the Congress.

My comments today on the House amendments related to our equal educational opportunity program have been necessarily brief. The appendix submitted with my statement sets forth our position on the amendments in greater detail.

Mr. Chairman, Commissioner Howe, and Assistant Secretary for Legislation, Ralph Huitt, and Samuel Halperin, and Nolan Estes are with me today and we will all try to respond to questions.

Senator MORSE. Very well. We are all beneficiaries of your attendance here this morning, Mr. Secretary.

I will insert in the record at this point the appendix that you have filed with your statement entitled "Commentary on Civil Rights Amendments Contained in H.R. 7819, House-Passed Elementary and Secondary Education Amendments of 1967."

(The appendix referred to above follows:)

COMMENTARY ON CIVIL RIGHTS AMENDMENTS CONTAINED IN H.R. 7819, HOUSE-PASSED ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

The major thrust of programs authorized by the landmark Elementary and Secondary Education Act is to improve the quality and quantity of education available to educationally-deprived youngsters. Although we as a Nation still have a long way to go before we have achieved equality of educational opportunity, the ESEA was a major step in that direction. That this most important of all Federal education measures has major civil rights implications is obvious to all who are aware of the educational problems facing America today.

An important element in the administration of the ESEA by the Department of Health, Education, and Welfare has been the Equal Educational Opportunity Program—a program to assure that the benefits of Federally-assisted education programs are available without regard to race, color or national origin. Therefore, anything that might have the effect of weakening our efforts to secure compliance under ESEA programs with the nondiscrimination requirements of the Civil Rights Act of 1964 is a matter of grave concern.

In the Southern states which once had dual school systems, we are witnessing movement—sometimes painfully slow—toward unitary, nonracial systems as required by the Constitution. We are making progress toward elimination of *de jure* segregated school systems, as required by the Supreme Court more than 13 years ago. One of the principal instruments available to us in assuring continued progress toward the goal of equality of educational opportunity—in the South as well as in the North—is the Equal Educational Opportunity Program.

That is why we are particularly apprehensive about the civil rights implications of one of the amendments to the proposed Elementary and Secondary Education Amendments of 1967 adopted by the House.

The House of Representatives adopted three amendments relating to the efforts of the Department of HEW to secure compliance with Title VI of the Civil Rights Act in programs authorized by the Elementary and Secondary Education Act. The first amendment to Section 182 of the ESEA, as amended, would be particularly damaging. That amendment, sponsored by Mr. Fountain of North Carolina, reads as follows:

"Sec. 182. The Secretary of Health, Education, and Welfare, or his delegate, shall not defer action or order action deferred on any application by local educational agencies for funds authorized to be appropriated by this Act or by any Act amended by this Act on the basis of alleged non-compliance with the provisions of Title VI of the Civil Rights Act of 1964 unless and until, as provided by Section 602 of Title VI, there has been an express finding on the record, after opportunity for a hearing, that such local educational agency has failed to comply with the provisions of Title VI."

Under this amendment, a local school district, even though cited for non-compliance with Title VI of the Civil Rights Act of 1964, would have the right to receive additional Federal funds to start *new* activities. It would require the Department, when it receives a new application for Federal financial assistance from a school district which refuses to comply with the Civil Rights Act, to pay out *new* funds for *new* programs at the same time it is proceeding to terminate funds previously approved. This same amendment was adopted by the House last year, but modified in conference committee to permit deferral of approval of new projects under strict limitations.

The present law, with the 1966 conference committee amendment, permits a temporary delay in approving new applications for 60 days pending a hearing to determine whether a withholding or refusal order should be issued. During the 60-day period, a school district may continue to receive all Federal funds to which it is entitled under ongoing programs or applications previously approved. A hearing must be completed within the 60 days or approval of applications can no longer be held up. If the hearing is completed before the 60-day limit, approval of an application may be deferred for an additional 30 days while the hearing examiner returns with his decision. Only if the examiner finds non-compliance may deferral be continued beyond the 90-day period.

Under current procedures, the rights of the school district are adequately protected without at the same time sacrificing a sound enforcement program. In effect, the status quo is maintained for up to 90 days, while the rights of all parties are fairly adjudicated before an impartial hearing examiner.

It should be pointed out that hearings are initiated only after all efforts by this Department to obtain voluntary compliance have failed. Of some 150 cases which hearing examiners have decided during the last two years, in only three has the hearing examiner found the districts in compliance with the law. And in two of the three, the examiner's findings of compliance were based on actions the districts took *after* they appeared before the examiners.

We urge that the Senate delete the House-adopted Fountain amendment and permit the Department to continue operating under the more reasonable limitations enacted in 1966. Under the House amendment, a school system could flaunt the program by openly refusing to comply with the law at the same time it applied for and received new Federal funds to commence new activities. By the time the safeguards necessary for an orderly and just hearing into the issue of compliance had been exhausted, the new funds might be spent and could not be recovered. We, therefore, oppose the amendment on grounds that it would seriously weaken our efforts to secure compliance in non-complying districts.

The second civil rights-related amendment is incorporated in Section 2 of the House Bill:

"Sec. 2, Rules, regulations, guidelines, or other published interpreations or orders issued by the Department of Health, Education, and Welfare or the United States Office of Education, or by any official of such agencies, in connection with, or affecting, the administration of programs authorized by this Act or by any Act amended by this Act shall contain immediately following each substantive provision of such rules, regulations, guidelines, interpretations, or orders, citations to the particular section or sections of statutory law or other legal authority upon which such provision is based. All such rules, regulations, guidelines, interpretations, or orders shall be uniformly applied and enforced throughout the fifty States."

In part, the amendment would require that statutory or other legal authority be cited following each substantive portion of the Department's regulations implementing Title VI of the Civil Rights Act, of our school desegregation guidelines and of any other interpretive document or order affecting programs under the Elementary and Secondary Education Act.

This amendment would require no substantative change in our present regulation or guidelines, which are consistent with the enacting statute, case law and the Constitution.

The second part of this amendment provides that the regulations and guidelines be uniformly applied and enforced throughout the country. We view the comments of the sponsor (Mrs. Green) on this portion of her amendment to be controlling and the most accurate description of its effect on our school desegregation program. Although there was disagreement with regard to the meaning of this particular amendment—even among those who supported it—Mrs. Green repeatedly stated that it would in no way affect the present school desegregation guidelines and in no way dilute the Civil Rights Act. She asserted that the amendment was procedural only and did not go to content.

She further stated that school desegregation guidelines are to be uniformly applied only in identical situations. The amendment would require the Department, in adopting new guidelines, to apply them equally to all of the Nation's school districts which fall within their scope; that we not focus all of our attention on one region. Therefore, if this provision should be enacted, it will reflect what has always been the Department's policy and will continue to guide our program.

The Department is in the process of centralizing its civil rights compliance activities within a Departmental Office for Civil Rights in the Office of the Secretary. Concurrent with this reorganization is an effort to place civil rights compliance staffs in each of the nine regional offices—North, South, East and West. This will result in more effective nationwide enforcement of the law as it relates to education and other areas in which the Department is involved.

This amendment, in our view, is a further mandate from the House to apply the 1964 Civil Rights Act in all States. But whether or not it is enacted, we will continue with our present plans to increase our activities in all areas of the country in accordance with the Civil Rights Act itself.

The third and final House amendment relating to our school desegregation program amends Section 182 of Title I of Public Law 89–750 to add the following language:

"Provided, that compliance by a local agency with an order or decision of a Federal court with respect to student or faculty assignment policies within such agency shall entitle such local agency to receive funds under the provisions of this Act and compliance by said local agnecy with such court order or decision will constitute compliance with Title VI of the Civil Rights Act of 1964."

This amendment provides, in effect, that a school district in compliance with a court desegregation order should be deemed in compliance with Title VI of the 1964 Civil Rights Act. This amendment is virtually the same as the Department's Title VI Regulations. We believe that there are some technical defects in the amendment, but in light of the legislative history we find it applicable only to court orders relating to the assignment of teachers or students generally (as opposed to named individuals) without regard to race, color, or national origin. We would further interpret the amendment as entitling a school district under court order to funds only if it is otherwise eligible under the Act.

Senator MORSE. Senator Yarborough.

SECTION 523 AUTHORITY

Senator YARBOROUGH. Mr. Secretary, I have a letter from Commissioner J. K. Williams, coordinating board, Texas College and University System, my own State. This was a board set up in 1965 by the Texas Legislature. In his letter Mr. Williams expresses concern with these amendments lest the requirements in the Senate version which provides for the establishment in each State of "a single agency or office as the sole agency for carrying out of a comprehensive statewide program of systematic planning and evaluation relating to education

at all levels," he expresses that concern that that would disrupt their structure. We have a State board of education for general public education in taxes. Now, the State has set up a special coordinating board for colleges and institutions of higher learning. Mr. Williams suggests that the section relating to higher education planning be separated from the Elementary and Secondary Education Act and be included as part of the Higher Education Amendments of 1967 contained in House bill 6232 and Senate bill 1126. He expresses opinion that in doing that, planning for higher education would be carried out as a part of the higher education program by agencies of the State who are charged with responsibility under State law for research and planning in the field of higher education.

In other words, my State has two educational agencies now, generally a supervisory one, the coordinating board it is called, for higher education, newly credited, and we have had for many decades a State educational agency concerned with elementary and secondary education.

Now, since receiving this letter and studying the bill, it seems to me that this State board's and Mr. Williams, Commissioner Williams' fears might be solved by sections A and B of section 523, page 24, and I want to ask you if that view is correct. That is on pages 24 and 25 of S. 1125, the Senate version. Paragraph A provides that under these comprehensive planning grants instead of designating one agency only as the sole agency for carrying out or supervising a statewide program of planning education at all levels, that the field of higher education shall be included only if the State so alleged provides an application; and B, that in the event of such election the State may designate or establish a separate State agency.

Am I correct in assuming that under section 523–A, capital A and B, part 1, 523–A(1), parts A and B, that a State with two separate educational agencies, such as my State, one for higher education, and one for secondary and elementary education, that this law provides that they can be designated in their special field and that no additional amendments would be required?

Secretary GARDNER. Yes, sir. No additional amendment is required. The bill was drafted with a very keen awareness of the kind of concerns expressed by Mr. Williams and these two paragraphs which you cite are designed to leave the choice up to the State.

Senator MORSE. Senator Prouty, will you wait just a moment?

Mr. Secretary, I want to advise you that Senator Prouty and certain other members of my Employment Subcommittee cannot be here because at 11 o'clock the Subcommittee on Manpower and Poverty, of which they are members, is meeting on an emergency matter. That is by way of explanation why some of my other subcommittee colleagues are not here. Senator Prouty wanted me to express that word to you before he left.

Senator YARBOROUGH. Mr. Chairman, I will yield to the Senator from Vermont if he has any questions at this time.

Senator PROUTY. No questions.

Secretary GARDNER. I will be glad to submit answers in writing.

Senator PROUTY. Thank you.

Senator MORSE. I have already explained that.

Senator YARBOROUGH. Mr. Chairman, I submit for the record this letter from the coordinating board of Texas College and University System dated April 13, 1967, in explanation of the colloquy that I just had with Secretary Gardner.

Senator MORSE. The letter from Commissioner Williams will be printed in the record and the Secretary and his associates can supply the record with any memorandum they may wish to supply the record with regard to.

(The letter referred to follows:)

COORDINATING BOARD,
TEXAS COLLEGE AND UNIVERSITY SYSTEM,
Austin, Tex., April 13, 1967.

HON. RALPH YARBOROUGH,
U.S. Senate,
Washington, D.C.

DEAR SENATOR YARBOROUGH: The Elementary and Secondary Education Amendments of 1967 (H 6230 and S 1125) include a section to which I should like to call your special attention because of its great importance to the future development of American education at all levels. This section would amend Title V of the Elementary and Secondary Education Act of 1965 so as to include a new Part B providing for "Grants for Comprehensive Educational Planning and Evaluation."

The copy of this legislation which I have received (the Senate version) provides 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."

The rapid increase in the number of students to be educated along with a corresponding emphasis upon the quality of education provided has called attention to the importance of long-range planning to insure that maximum use is made of all available resources. These were the factors which led to the establishment in 1965 of the Coordinating Board, Texas College and University System, by the Fifty-ninth Texas Legislature.

This important legislation, in its present form, will create serious conflicts with the current structure for educational planning in Texas as in most other states which have made provisions for coordination and planning in higher education.

I should like to suggest that the section 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 (H. 6232 and S. 1126). In doing this, the planning for higher education would be carried out as a part of the higher education program by agencies in the states who are charged with the responsibility under State law for research and planning in the field of higher education.

In doing this, the planning for higher education would be carried out as a part of the higher education program by agencies in the states who are charged with the responsibility under State law for research and planning in the field of higher education.

We shall be grateful for your help on this matter.

Sincerely,

J. K. WILLIAMS, *Commissioner.*

COMPLAINTS ON ADMINISTRATION OF TITLE VI COMPLIANCE PROGRAM

Senator YARBOROUGH. Mr. Secretary, in your statement, and in reading the supporting commentary on the civil rights amendments, some doubt and some concern is expressed about a lack of knowledge of the purpose of the amendment sponsored by Mrs. Green on certain procedures to be taken, particularly in the field of civil rights here. In effect, concern over how the civil rights compliance would act.

Now, I have never had a conference with Mrs. Green about those amendments. I do not know the reason or purpose of the House Members but I can tell you of some things I have had complaints on in my State that might have moved some Members of the House.

USE OF LAW STUDENTS

I have had various bitter complaints from school superintendents of my State that last summer, last year, there were some senior law students in the Office of Education, not teachers who knew little about the educational system. They called local officials and used insulting language toward them and the superintendents were very bitter about the treatment they received, as well as the rulings. Some of the rulings they consider rather silly and ridiculous, and said no schoolman would make them. They think former school superintendents, former schoolmen that know something about the educational system, should be the ones having this contact with the local superintendents. They told of other people who came from the Office of Education in Washington to the schools and had conferences with the boards of education at those local districts and with the superintendents who were anxious to comply to get these funds, and started off with preliminary insulting statements that infuriated the community instead of telling them, "Here are the requirements, here is the law, you gentlemen can only get this Federal money from complying with the law."

People came in from distant areas and saw more fit to tell them what a bunch of local hicks they were than tellings them what was needed in the school district.

I think the administration knows what they did. It is not the requirements of the law but the manner in which it was enforced, which has resulted in many local objections, more than any written rulings. I have had superintendents tell me they think this could be solved if former superintendents of schools that know something about school administration, who talk the language of educators, who have lived all their lives as examples of being able to get along with communities, with the boards of trustees, taxpayers, teachers, pupils, would come in and advise them quietly and in a noninsulting manner. There would be quicker compliance and less friction.

I pass that on to you and the staff who serve with you, who have the job of selecting those people, and I realize neither you nor the Commissioner or anybody at this table would encourage this. These are the people you picked and some were student interns for the summer, superintendents in Texas have told me, who were not going to school, not being trained as teachers, not being in schools of education. I am just reporting what they have said to me. I have had no time to investigate to see the accuracy of these allegations.

Secretary GARDNER. Senator, I will simply say that during those years, those first 2 years under the guidelines, we investigated every clash that we could identify and we did find instances of regrettable behavior on both sides, on both sides.

Senator YARBOROUGH. In my State?

Secretary GARDNER. Pardon me?

Senator YARBOROUGH. In my State?

Secretary GARDNER. I would not identify any particular State. We have had these in almost every State, but we have, as everyone has, gained experience with this. I think you will find the number of very favorable interchanges with people on both sides who are eager to solve this problem have increased steadily. I would be glad to have the Commissioner comment.

RECOMMENDATION THAT EDUCATORS BE USED IN COMPLIANCE PROGRAM

Senator YARBOROUGH. I just want to pass on to you that recommendation of the school superintendents, that you pick people who have served in these educational jobs, who know how to change the system or work with this law with a minimum amount of friction because they have had experience on the local level.

Mr. HOWE. Senator, if I could make a brief comment. We have endeavored to move in the direction you suggest. I wrote the chief State school officers asking them to make nominations of experienced people who had worked in schools for summer employment in some of this compliance activity and a great many of them did make such nominations and we have, indeed, employed some of these people.

Senator YARBOROUGH. These complaints, few that they were, about senior law students in contact with the school superintendents last summer——

Mr. HOWE. There were complaints about exactly the kind of things you said. As the Secretary points out we did try to investigate these. We certainly——

Senator YARBOROUGH. Did you have such in your office? Did you have these interns from law schools doing the job of phoning or contacting these school superintendents?

Mr. HOWE. We did have some people who would fall in this category. This is correct. I would say that.

Senator YARBOROUGH. These local people were so insulted and outraged they could not conceive of any schoolman talking that way. They made some investigations and told me you had either senior or junior law students in there who were not even graduate lawyers, phoning superintendents with a lifetime of experience, and denouncing them. I will not repeat it in the interest of time but I had these complaints in our State.

Mr. HOWE. Let me add that our regional office program is moving ahead and that we have assigned specifically in Texas a former Texas superintendent of schools to work on civil rights problems in the Dallas regional office. This is evidence of the kind of change that we are trying to make.

Senator YARBOROUGH. You did have these law students, who were phoning directly to superintendents, is that correct?

Mr. HOWE. Yes, sir. We still have some and we try to train them to handle these kind of negotiations carefully and well. We have investigated all specific evidence of complaints.

Senator YARBOROUGH. Being a lawyer, of course, I am not averse to employment for lawyers and law students. But I think that in this field of telling some superintendent who has spent his life in schools how to run schools, it might be more advisable to get schoolmen who understand the problems of running the schools. But, if you are to hire

that full complement of lawyers, please, I say on behalf of my profession, put them in some other job instead of phoning a school superintendent and telling him how to run a school.

Senator MORSE. Senator Javits?

Senator RANDOLPH. Mr. Chairman—pardon me. I want to ask a question or two. I am glad to have Senator Javits go first.

CIVIL RIGHTS ENFORCEMENT

Senator JAVITS. I will not be long as I must leave for another committee session now in progress.

Mr. Secretary, we have heard a lot about certain restrictions placed on you by action in the House of Representatives with respect to the enforcement of title VI of the Civil Rights Act of 1964. Can you give us any view of that situation? What has happened? You do touch on it in your testimony, I know. Just putting it as concisely as you can.

Secretary GARDNER. There were three amendments that bore on this subject and the only one that concerned us was the amendment which required that we not defer even the funds involved in new grants.

Senator JAVITS. New grants?

Secretary GARDNER. Yes. That we not defer these until the hearing process had been completed. Since the hearing process can be somewhat lengthy, this would mean that in many cases where it was quite clear that the school district was not complying, we would have to give them new money which might very well have been spent and be unrecoverable by the time the hearings had demonstrated that they were not in compliance.

Senator JAVITS. And, do you want us to change that?

Secretary GARDNER. Yes, sir.

Senator JAVITS. Now, as you know, we are all that troubled by the outbreak of violence and riots and in many places in the country, including now my own city of New York—Senator Kennedy's city as well. Can you give us any guidance or light as to the impact of these policies on that situation? Is there any relationship, in your judgment, between what we are enduring in the cities and the vigor or determination with which we would enforce title VI?

Secretary GARDNER. I do not believe that title VI is particularly relevant to the city situation. I think that the city situation involves much more the total amount of funding that is possible in these areas, with respect to education. We need a massive effort to lift the education of these youngsters. We need a massive effort on the job front to open——

Senator JAVITS. On the job front?

Secretary GARDNER. Yes, sir. To open up a much greater range of jobs. As you know, many doors are still closed. And we need open housing. Those are the three major——

Senator JAVITS. But you feel, then, that there is a real problem of money in this particular legislation, under the Elementary and Secondary Schools Act, that that can be of help if you have more adequate funding, is that right?

Secretary GARDNER. Well, we believe that we have stressed all along the emphasis upon placing the funds in these disadvantaged areas. This is the whole thrust of title I and was the thrust of our insistence

that the Quie amendment or any other move not be made to dilute the emphasis on the disadvantaged areas.

FUNDING OF PROGRAMS

Senator JAVITS. But there you believe there is a connection between the present situation of riots and violence and the amount of money we put into the program in the cities; that is, into the education program, specifically the one you are testifying to this morning?

Secretary GARDNER. I believe that the amount of funds that we can put effectively into these situations is a very important factor.

Senator JAVITS. Well, what can you put more effectively in than we have put in?

Secretary GARDNER. That is very difficult to answer right at just exactly this point. We have felt to date that we could not put in more, as you know.

Senator JAVITS. That is more effectively.

Secretary GARDNER. Yes, sir.

Senator JAVITS. But, are you reexamining that question?

Secretary GARDNER. We are continuously reexamining it.

Senator JAVITS. Are you ready to give us an answer?

Secretary GARDNER. No, sir.

Senator JAVITS. Will you be ready to give us an answer before we mark up this bill?

Secretary GARDNER. I would doubt it. I would doubt it.

Senator JAVITS. Do you not think that is hardly the function an executive department should play with the Congress? I think we are entitled to an answer before we mark up this bill as to what you think in the interests of the country we ought to do about this situation. If you are not going to give us an answer, then what are we to do—set up a separate Department of Health, Education, and Welfare to find out?

Secretary GARDNER. Well, as you know, there are two considerations. One is how much we can use effectively and one is how we can most effectively distribute the resources which we have within the framework of restraints under which we are functioning at this time.

Senator JAVITS. Well, is there any restraint that we are putting on you that we should not put on you? I mean, this is all information we need to know.

Secretary GARDNER. Unless there is—there is no restraint which you are putting on us. We arrived at our present expenditure levels, our present levels in the budget process, which you are quite familiar with.

Senator JAVITS. Well, now, that is the restraint of the of the overall budget.

Secretary GARDNER. Yes, sir. That was the——

Senator JAVITS. All right. Now, what I am asking is to advise us without regard to that. We have to worry about that. The President has to worry about that. We are entitled to know from you the optimum sum required for this purpose where the country is facing such an emergency of which these appropriations are, let us say, one-third of the total.

You have mentioned open housing, jobs, education. So this in one-third of the total.

Now, tell us what we need. We will have to worry about whether we can get it or not. You are not embarrassing your President because

he is going to tell you what to spend and it is your duty to obey, but we are at least entitled to know what is the optimum need.

Secretary GARDNER. First, Senator, let me say that I did not really intend, in those three points, to give you a complete list. There are a number of things which are ingredients in this. And one of the first things that one would have to consider, for example, is whether the money might be better spent in the model cities bill, which is very much unfunded. This is the kind of examination which we have to do and we can only do it——

Senator JAVITS. But, Mr. Gardner, is it not a fact that we have to do it, too, here in the Congress?

Secretary GARDNER. Yes, sir.

Senator JAVITS. And, therefore, we ask you, sir, to give us the optimum figure which you can effectively spend in the education program. Now, we will have to fight it out with our colleagues and with the Appropriations Committee and everybody under the sun but are we not entitled to that amount of staff work from the Department?

Secretary GARDNER. Well, clearly my replies are not getting very far with you. I would like to ask the Commissioner whether he has a comment.

Mr. HOWE. If I could make one comment, Senator Javits, I believe that the authorizations which exist under the elementary and secondary bill are sufficient to handle major investments, increased investments in the cities for the next 2 years. It seems to me that under title I, the operation of the formula we proposed will bring sufficient funding into the picture and that what we propose under the other titles, although less focused on the problem of the disadvantaged in the cities, also can augment that spending.

So, it seems to me, that we work on the appropriation process and decide what we can put into efficient expenditure under the formula of title I we have plenty of room to move to meet the need.

Senator JAVITS. And you have gotten, my assistant tells me, about 60 percent of the authorization in the appropriation, is that right, under title I?

Mr. HOWE. About 50.

Senator JAVITS. So, it is that other 50 percent you say is the optimum sum required.

Mr. HOWE. I think that we would not move to full funding of this in fiscal 1969 nor do I believe we could absorb full funding of it efficiently. I think we would make some move to increase most probably.

Senator JAVITS. But within that 50 percent difference between the appropriation.

Mr. HOWE. Yes, sir.

Senator JAVITS. Can you give us any idea of the percentage that you could use effectively?

Mr. HOWE. At this time I cannot but this is a part of our conversation in regard to the 1969 budget and we will be zeroing in on that problem during the fall.

Senator JAVITS. Well, but Commissioner Howe, I am trying to divorce it from the 1969 budget. I want to get for our committee the optimum figure for elementary and secondary education within the authorization.

Mr. HOWE. Well, we have in fiscal 1968 a billion two.

Senator JAVITS. Yes.

Mr. HOWE. We had in fiscal 1967, I believe it was $1,053 million. I would—just as an off-the-cuff guess, I would say that the kind of increase that we have had between 1967 and 1968—it ought to be possible additionally or efficiently to spend that amount in a subsequent year but I do not want to commit myself to that figure because it seems to me that it might be possible to do more.

Senator JAVITS. Well, now, how much is that in money?

Mr. HOWE. Well, that is roughly $150 million.

Senator JAVITS. Now, would you give us the comparable figures in the other titles of the ESEA?

Mr. HOWE. The authorization figures?

Senator JAVITS. Yes. The difference between the authorizations. For example, in title III you had 46 percent of authorization. In title II you had two-thirds. In title V, you had about 60 percent. In title VI you had under 10 percent. Can you give us the comparable figures as to what you could effectively spend so we have some optimum figure?

Mr. HOWE. In title II our authorization is in the realm of a half billion dollars and we are currently spending about a hundred million dollars. I am giving you round figures here.

Senator JAVITS. Yes.

Mr. HOWE. I think that I would not see in that title the kind of change that I see coming in title I. I say this because we see problems in the pressures on the price structure of textbooks and library materials already perhaps developing out of the Federal involvement in these areas and I think we need to move carefully in this. In title III I think as I look ahead that our thinking about financing of title III will be, to some extent, affected by what it becomes. There is currently a debate about this. In title V, I am here expressing a personal opinion. I think there is room for appreciable expansion of funds to strengthen State departments of education. We have made some move on that in the current year.

Now, this is not a dollar answer to your question, but it is a broad position.

Senator JAVITS. How about title VI—education of the handicapped—where the budget asked for an appropriation of under 10 percent of the authorization?

Mr. HOWE. In title VI?

Senator JAVITS. Yes.

Mr. HOWE. I think there is a very great need for substantial change here, a larger percentage change than in the other titles I have mentioned.

Senator JAVITS. What do you call that? How much?

Mr. HOWE. I do not know how to give you a figure.

Senator JAVITS. Can you supply a figure for the record or some standards of judgment?

Mr. HOWE. I will give you some kind of estimate for the record after examining the situation, yes, sir.

Senator JAVITS. Now, I gather you asked the Bureau of the Budget for $45 million out of $154 million authorized in title VI and the Bureau of the Budget sent to Congress only $15 million. Does that give you any order of magnitude in which you can answer the question?

Mr. HOWE. Well, it certainly documents the point I just made, that

I thought there was room for considerable change in investment in the problems of the handicapped children.

Senator JAVITS. And, do you think the $45 million is the right order of magnitude?

Mr. HOWE. This, I would like to respond for the record, if I may.

(Material subsequently supplied by Mr. Howe follows:)

The U.S. Office of Education thought that a higher percentage of funding was called for in the case of legislation for the handicapped. The OE request for $50 million was approximately one-third the authorization level. The $50 million was nearly 20 times the amount of monies available for programs for the handicapped during fiscal year 1967.

REALLOTMENTS TO THE STATES

Senator JAVITS. I have just one other point I would like to ascertain. Early this year I received from Under Secretary Wilbur Cohen in reply to a letter I wrote Secretary Gardner, the following facts: "There will remain unspent at the close of fiscal year 1967 as a result of the decision to restrict reallocation of formula grants under the program, some $78 million."

Now, what was the final figure for fiscal year 1967?

Secretary GARDNER. We will have to supply that for the record, too.

(The information subsequently supplied by Secretary Gardner follows:)

In Fiscal Year 1967, $23,552,000 remained unspent in Health, Education, and Welfare programs as a result of the decision to restrict reallocation of formula grants.

The original estimate of $78 million included $55 million in Title I, Elementary and Secondary Education Activities funds. The President later approved reallotment of these Title I funds in order to permit reallotments within the States and as a means of providing school districts with additional funds for 1967 summer programs.

Senator JAVITS. Also what was the Department's policy on restricting reallocations for the fiscal year ending June 30, 1967—what programs were affected and to what degree? Can we have all that?

Secretary GARDNER. We will supply that for the record.

(The information subsequently supplied by Secretary Gardner follows:)

LIMITATION ON THE REALLOCATION OF UNUSED FORMULA GRANTS IN 1967

There are a number of Health, Education and Welfare formula grant programs where funds unused by one State are available at the option of the Federal Government for reallocation among the remaining States. In 1967, as part of the President's overall program, we restricted throughout the Department the reallocation among the States of such unused balances. Thus, the policy was to restrict reallocation in all cases where the Government had the administrative discretion to do so. This action in no case denied any State its original and basic entitlement as established under a given formula. It did, where applied, however, eliminate the possibility of a State receiving more than the original entitlement as would be the case if reallocation were allowed.

This limitation on reallocation served two purposes:

(1) To restrict the outlay of Federal and other funds during a critical period in the economy;

(2) To do this in a manner which would have a minimum adverse effect on the execution of specific domestic programs.

Listed below are the specific programs affected and the funds involved.

Programs with discretionary reallocation authority (amounts not reallocated in fiscal year 1967)

Program	*Amount not reallocated*
HEA title IV, education opportunity grants	$1,800,000
HEA title IV, insured loans-interest payments	12,000,000
Continuing education	50,000
NDEA student loans title II	2,500,000
NDA equipment and minor remodeling	2,500,000
NDEA title V–A	100,000
Arts and humanities	70,000
ESEA title I assistance to educationally deprived children	325,000
ESEA title II school library resources	500,000
ESEA title III supplementary education centers	500,000
ESEA title V strengthening State departments	50,000
Adult basic education	50,000
Public library service	500,000
Library, title III developing State plans	40,000
Library, title IV–A developing State plans	40,000
Library, title IV–B developing State plans	20,000
Vocational Education Act 1963, work study	40,000
Vocational Education Act, George Barden	125,000
Heart disease control, chronic disease and health of aged	1,164,000
Cancer control, chronic disease and health of aged	153,000
Other chronic disease and health of aged	191,000
Control of TB	4,000
Dental services and research	13,000
Radiological health	72,000
Mental health	1,000
Medical care services	111,000
Aging, community planning services and training	633,000
Total not reallocated	23,552,000

Senator MORSE. Will the Senator yield? I want to say on title VI, I covered it in part of the statement that I made as a witness before the Appropriations Committee and it bears out the point that Senator Javits is making.

APPROPRIATIONS COMMITTEE STATEMENT

I said in that testimony: "In this title the Bureau of the Budget made no mere 50-percent slash. It was more than a 90-percent slash." I want the Senator from New York to know that I shall be joining with him in seeing what we can do to get some restoration for this deals with the problems of the handicapped and I only ask you to make a floating comment now and then file with the committee, Mr. Secretary, a fuller statement, but I would like to have an answer to this question.

IMPLEMENTATION OF TASK FORCE REPORT ON HANDICAPPED

What are you doing to implement the report of the President's Task Force on the Handicapped?

(The following material was subsequently supplied:)

CURRENT ACTION ON THE TASK FORCE ON HANDICAPPEPD CHILDREN AND CHILD DEVELOPMENT

The Bureau of Education for the Handicapped will develop or oversee several of the major recommendations of the Task Force on Handicapped Children and Child Development. Activity in relation to these reommendations is summarized as follows:

(1) *Recommendation 8* is that there be established a new program designed to meet specific education needs of handicapped children and youth, such a program should include:

A. Grants to assist in the development of regional resource centers to provide a full range of educational services to handicapped children and their parents throughout the Nation.

B. Expansion of the "Captioned Films for the Deaf Act" to provide instructional materials, equipment, audiovisual aids, and services to all handicapped children, as well as the deaf.

C. Expansion of provision for special programs in research for the handicapped, authorized contracts with private profit-making organizations.

These recommendations are the major part of Administration proposals for the 1967 amendments to Title VI of the Elementary and Secondary Education Act, now being studied by the Congress.

(2) *Recommendation 10* specifies "That special attention be given to the needs of the multiple handicapped." The Bureau of Education for the Handicapped is working with the Department of Health, Education, and Welfare in drafting a proposal which would establish a national program for the deaf-blind that would complement a center for deaf-blind youth and adults now passed by the Congress, sponsored by the Social Rehabilitation Service.

(3) *Recommendation 9* is "That the Federal Government initiate a coordinated intensive nationwide program to recruit and train personnel for research and services careers in the areas of handicapping conditions." This provision is part of the Administration recommendations currently included in the 1967 amendments to ESEA. This section would authorize $1 million in each year, fiscal year 1968 and fiscal year 1969, for recruitment and information dissemination regarding the handicapped.

(4) *Recommendation 23* is that the use of funds available under Title III of Public Law 88–164 for the training of teachers be given special emphasis in providing for:

A. the training of teachers to work with preschool handicapped children (and the multiple handicapped).

B. training of physical educators and recreation specialists.

C. special study institutes to upgrade the qualifications of special education teachers already in service, and

D. development of new techniques for training of educational personnel.

Progress is being made in implementing sections A, C, and D of this recommendation, and the need for implementation of section B is recognized and study in this area has been supported on a small scale through research proposals.

The development of these recommendations and other innovative approaches has been limited by our responsibility to use available funds for continuation of support of on-going programs which train basic teaching personnel. Expansion of support for training activities and partial revision of priorities will provide opportunity for increased emphasis on innovation in training of personnel.

PERSONNEL DATA ON PROFESSIONAL STAFF OF THE BUREAU OF EDUCATION FOR THE HANDICAPPED, OE

Bankson, Ncholas W.
Birthdate: 10/6/38.
Present Positions: Consultant, Unit on Speech and Hearing Programs, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
A.A.: Graceland College, Lamoni, Iowa, 1958.
B.S.: University of Kansas, Lawrence, Kansas, 1960.
M.A.: University of Kansas, Lawrence, Kansas, 1961.
Experience:
7/65 to Present: Consultant, Unit on Speech and Hearing Programs, BEH, OE.
1965–1967: Director, Speech and Hearing Programs, Kansas State Department of Public Instruction, Topeka, Kansas.
1961–1965: Speech Clinician, Prairie District Schools, Prairie Village, Kansas.
1960–1961: Graduate Assistant, Kansas City Crippled Children's Nursery School, Hearing and Speech Department, University of Kansas Medical Center.
Marital Status: Married.

Becker, Rose Marie.
Birthdate: 1/7/44.
Present Position: Education Specialist, Division of Educational Services, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education: B.A., University of Maryland, College Park, Md., 1965.
Experience:
1967 to Present: Education Specialist, Division of Educational Services, BEH, OE.
1965–1967: Education Specialist (formerly Research Assistant), Office of Programs for the Disadvantaged, OE.
1965 to Mid-65: Program Analyst, Project Headstart, Office of Economic Opportunity.
Marital Status: Single.

Carpenter, Anita A.
Birthdate: 4/29/12.
Present Position: Program Assistant, Captioned Films for the Deaf, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education: U.S.D.A. Graduate School on U.S. Government Films.
Experience:
1960 to Present: Program Assistant, Captioned Films for the Deaf, BEH, OE.
1956–1960: Research Aide, Visual Aids Section, Office of Education, Washington, D.C.
1948–1954: Secretary to Chief, Visual Aids Section, Office of Education, Washington, D.C.
Marital Status: Separated.

Clark, Mary Ann
Birthdate: 8/25/36
Present Position: Education Specialist, Unit on Speech and Hearing Programs, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: University of Iowa, Iowa City, Iowa, 1958, Speech Pathology and Audiology.
M.A.: University of Iowa, Iowa City, Iowa, 1962, Speech Pathology and Audiology.
Experience:
7/67 to Present: Education Specialist, Unit on Speech and Hearing Programs, BEH, OE.
1964–1967: Supervisor, Audiology and Speech Pathology Clinic, Crippled Children's Unit, Department of Public Health, Washington, D.C.
1962–1964: Speech and Hearing Consultant, State Services for Crippled Children, Iowa City, Iowa.
1961–1962: Graduate Assistant, Supervisor, Public School Speech Therapy Practicum, University of Iowa, Iowa City, Iowa.
1959–1961: Speech Clinician, Waterloo Public Schools, Waterloo, Iowa.
1958–1959: Speech Clinician, Saginaw Public Schools, Saginaw, Michigan.
Marital Status: Single.

Collins, Anne P.
Birthdate: 3/1/29
Present Position: Grants Management Specialist, Division of Training Programs, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Bennett College, Greensboro, N.C.:
Major: English.
Minor: Secretarial Science.
Experience:
1966 to Present: Grants Management Specialist, Division of Training Programs, BEH, OE.
1964–1966: Program (Research) Assistant, Education of the Visually Handicapped, BEH, OE.
1960–1964: Administrative Assistant, National Center for Educational Statistics, OE.
Marital Status: Married.

Davis, Sandra June.
Birthdate: 7/19/39.
Present Position: Education Assistant, Division of Training Programs, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, & Welfare.
Education:
B.A.: Southern Illinois University, 1961. Carbondale, Illinois—Speech Correction.
M.A.: University of Illinois, Urbana, 1965. Illinois—Speech Pathology & Audiology.
Experience:
3/67 to Present: Education Assistant, Division of Training Programs, BEH, OE.
1965–1966: Research Assistant, Speech Pathology, University of Illinois, Urbana, Illinois.
1964–1965: Graduate Assistant, Speech Pathology, University of Illinois, Urbana, Illinois.
1961–1964: Speech Therapist, Special School District of St. Louis County, St. Louis County, Missouri.
1962–1964: Research Assistant, Part-time, Washington University, Renard Hospital (Barnes), St. Louis, Missouri.
Marital Status: Single.

Fratkin, Marjorie T.
Birthdate: 10/20/40.
Present Position: Assistant Education Specialist, Unit on Education of the Mentally Retarded, Bureau of Education for the Handicapped, U.S. Office of Education Department of Health Education, and Welfare.
Education:
B.S.: Syracuse University, Syracuse, New York, 1961. Special Education.
M.A.: George Washington University, Washington, D.C. Education Specialist (In process, complete 1968).
Experience:
1965 to Present: Assistant Education Specialist, Unit on Education of the Mentally Retarded, BEH, OE.
1964–1965: Special Teacher (Mentally Retarded), Montgomery County Public Schools, Rockville, Maryland.
1963–1964: Special Teacher (Mentally Retarded) Lancaster County Schools, Lancaster, Pennsylvania.
1962–1963: Special Teacher (Mentally Retarded), Lancaster City Schools, Lancasster, Pennsylvania.
Marital Status: Married.

Fukumoto, James S.
Birthdate: 3/20/38.
Present Position: Grants Management Specialist, Division of Research Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Macalester College, St. Paul, Minnesota, 1956.
M.A.: School of Advanced International Studies of the Johns Hopkins University, Washington, D.C., 1960.
Advanced Graduate Study: London School of Economics and Political Science, London, Great Britain, 62–63.
Experience:
1966 to Present: Grants Management Specialist, Division of Research, BEH, OE.
Late 1965: Budget Analyst, Office of Administration, Congressional Liaison, Office of Education.
1963–1965: Peace Corps Public Administrator, Republics of Liberia and Tanzania (Teacher & Civil Servant).
1961: Desk Officer for the Congo, (Leopoldville) Department of State, Office of United Nations Political and Security Affairs.
Marital Status: Single.

Gallagher, James J.
Birthdate: 6/11/26.
Present Position: Associate Commissioner, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.

Education:
B.S.: University of Pittsburgh, Pittsburgh, Pennsylvania, 1948.
M.S.: Pennsylvania State University, State College, Pennsylvania, 1950.
Ph.D.: Pennsylvania State University, State College, Pennsylvania, 1951.
Experience:
7/67 to Present: Associate Commissioner, BEH, OE.
1959–1967: Professor, University of Illinois, Urbana, Illinois.
1963–1967: Associate Director, Institute for Research on Exceptional Children, University of Illinois, Urbana, Illinois.
1966–1967: Visiting Adjunct Professor, Education Improvement Program, Duke University, Durham, N.C.
1954–1963: Institute for Research on Exceptional Children, University of Illinois, Urbana, Illinois.
1952–1954: Assistant Director, Psychological Clinic, Michigan State University, East Lansing, Michigan.
1951–1952: Director of Psychological Services, Dayton Hospital for Disturbed Children, Dayton, Ohio.
Marital Status: Married.

Goodman, Elizabeth M.
Birthdate: 1/6/13.
Present Position: Program Specialist, Office of Program Planning and Evaluation, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
Barnard College, New York, New York, 1930–32.
B.S., M.S.: Simmons College, Boston, Massachusetts, 1932–35.
Other Universities (Harvard University, Howard University, George Washington University, D.C. Teachers College), 61 semester hours, 1935–66.
Experience:
7/67 to Present: Program Specialist, Office of Program Planning and Evaluation, BEH, OE.
1/67–7/67: Program Specialist, Office of Programs for the Disadvantaged, Office of Education.
3/66–1/67: Program Specialist, Office of Disadvantaged and Handicapped, Office of Education.
7/53–3/66: Principal, Sharpe Health School, D.C. Public Schools, Washington, D.C.
9/41–6/53: Supervisor, Visiting Instruction Corps, D.C. Public Schools, Washington, D.C.
8/40–9/41: Supervisor, D.C. Board of Public Welfare, Handicapped Children's Division, Washington, D.C.
10/38–7/40: Supervisor, Handicapped Children's Project, D.C. Works Projects Administration, Washington, D.C.
2/35–10/35: Check Editor, U.S. Department of Labor, Bureau of Labor Statistics, Washington, D.C.
Marital Status: Married.

Gough, John A.
Birthdate: 1/18/07.
Present Positions: Chief, Captioned Films for the Deaf, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Ball State Teachers College, Muncie, Indiana, 1927.
M.A.: Gallaudet College, Washington, D.C., 1932.
M.A.: Indiana University, Bloomington, Indiana, 1934.
LLD.: Ball State University, Muncie Indiana, 1966.
Experience:
1959 to Present: Chief, Captioned Films for the Deaf, BEH, OE.
1957–1959: Chairman, Department of Education, Gallaudet College, Washington, D.C.
1947–1956: Manager, Land Title Company, Kelso, Washington.
1940–1946: Superintendent, Oklahoma State School for the Deaf, Sulphur, Oklahoma.
1938–1940: Principal, Missouri School for the Deaf, Fulton, Missouri.
1927–1936: Teacher, Indiana and Kendall Schools for the Deaf, Indianapolis, Indiana.
Marital Status: Married.

Heller, Harold William.
Birthdate: 9/3/35.
Present Position: Program Specialist, Unit on Education of the Mentally Retarded, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Southern Illinois University, Carbondale, Illinois—Elementary and Special Ed. 1959.
M.S.: Northern Illinois University, De Kalb, Illinois—Guidance and Counseling, 1961.
Post-Masters: Northern Illinois University, De Kalb, Illinois—School Administration, 61–62.
Ed.D.: Colorado State University, Greeley, Colorado—Special Education (Mental Retardation and Administration), 1964.
Experience:
1966 to Present: Program Specialist, Unit on Education of the Mental Retarded, BEH, OE.
1964–1966: Assistant Professor, Indiana State University, Terre Haute, Indiana.
Summer 1964: Visiting Professor, Kansas State College, Pittsburg, Kansas.
Summer 1962: Assistant Professor, Northern Illinois University, De Kalb, Illinois.
1959–1962: Teacher, Ungraded Educable Mentally Retarded Class, De Kalb Public Schools, De Kalb, Illinois; Tutor, Homebound Program for Physically Handicapped Children; Director of Special Services, De Kalb Public Schools.
1960–1962: Marriage Counselor, Family Service Agency, De Kalb County, Illinois (Part-time).
1954–1956: Personnel Administrative Specialist and Allotment Counselor, 82nd Airborne Division, Fort Bragg, N.C.
Marital Status: Married.

Irvin, Thomas B.
Birthdate: 7/11/29.
Present Position: Title VI Program Coordinator (on detail), Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Indiana State Teacher's College, Terre Haute, Indiana—Special Ed., 1957.
M.A.: University of Minnesota, Minneapolis, Minnesota—Educational Psychology, 1960.
Experience:
6/67 to Present: Title VI Program Coordinator (on detail), BEH, OE.
9/66–6/67: Coordinator, State Plans and Administration, Division of Training Programs, OE.
8/65–9/66: State Director of Special Education, Minnesota Department of Education, St. Paul, Minnesota.
2/62–9/65: Assistant Director of Special Education, Minnesota Department of Education, St. Paul, Minnesota.
10/59–2/62: Special Education Consultant (Mental Retardation), Minnesota Department of Education, St. Paul, Minnesota.
9/56–10/59: Special class teacher, junior high class for the mentally retarded, St. Paul Public Schools, St. Paul, Minnesota.
Marital Status: Married.

Kass, Corrine E.
Birthdate: 1/27/27.
Present Position: Coordinator, Learning Disabilities Program, Division of Training Programs, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Calvin College, Grand Rapids, Michigan, 1950.
M.A.: University of Michigan, Ann Arbor, Michigan, 1955.
Ph.D.: University of Illinois, Urbana, Illinois, 1962.
Experiences:
9/66 to Present: Coordinator, Learning Disabilities Program, Division of Training Programs, BEH, OE.

Experience—Continued
1963–1966: Associate Professor of Education and Psychology, Calvin College, Grand Rapids, Michigan.
Spring 1966: Visiting Lecturer, Learning Disabilities, University of Michigan, Ann Arbor, Michigan.
Summer 1965: Visiting Lecturer, Learning Disabilities, University of Illinois, Urbana, Illinois.
1962–1963: Research Assistant Professor, Institute for Research on Exceptional Children, University of Illinois, Urbana, Illinois.
1958–1959: Research Assistant, Institute for Research on Exceptional Children, University of Illinois, Urbana, Illinois.
1953–1958: Teacher, Children's Retreat, Grand Rapids, Michigan.
1950–1953: Teacher, Holland Christian Schools, Holland, Michigan.
Marital Status: Single.

Kunder, James J.
Birthdate: 9/29/31.
Present Position: Education Specialist, Captioning, Captioned Films for the Deaf, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.S.: Gallaudet College, Washington, D.C., 1960.
Experience:
1964 to Present: Education Specialist, Captioning, Captioned Films for the Deaf, BEH, OE.
1960–1964: Teacher of the Deaf, Cincinnati Public School, Cincinnati, Ohio.
Marital Status: Married.

Lehman, Eileen F.
Birthdate: 6/21/35.
Present Position: Assistant Specialist, Crippled and Other Health Impaired, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Dunbarton College, Washington, D.C., 1955, English.
M.A.: The George Washington University, Washington, D.C. (to be completed).
Experience:
1964 to present: Assistant Specialist, Crippled and Other Health Impaired, BEH, OE.
1962–1964: Editorial Assistant, The Patent, Trademark and Copyright Research Institute, The George Washington University, Washington, D.C.
1956–1958: Associate Staff Editor, American Psychological Association, Washington, D.C.
1955–1956: Teacher, St. Anthony School, Arlington, Virginia.
1955: Teacher, Marymount School, Arlington, Virginia.

Marge, Michael.
Birthdate: 10/26/28
Present Position: Director, Office of Program Planning and Evaluation, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, & Welfare.
Education:
B.A.: Emerson College, Boston, Massachusetts, 1952. Speech.
M.A.: Harvard University, Boston Massachusetts, 1953. Psycholinguistics.
Ed.D.: Harvard University, Boston, Massachusetts, 1959. Human Development.
Experience:
7/67 to Present: Director, Office of Program Planning and Evaluation, BEH, OE.
1964–7/67: Coordinator, Speech and Hearing Programs, OE.
1960–1964: Director of Speech Services, Mt. Carmel Guild, Speech and Hearing Center, Newark, New Jersey; Associate Professor, Seton Hall University.
1959–1960: Assistant Professor, Montclair State College, Montclair, New Jersey.
1957–1958: Lecturer, Boston University, Boston Massachusetts.
1955–1957: Speech Clinician, Glen Falls, New York Public Schools.

Experience—Continued
1953–1955: Director of the Tri-County Speech Therapy Project, New York State Association for Crippled Children.
1944–1948: U.S. Army.
Marital Status: Married.

Martin, Edwin W. (Jr.).
Birthdate: 9/3/31.
Present Position: Deputy Associate Commissioner, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
A.B.: Muhlenburg College, Allentown, Pa., 1953.
M.A.: University of Alabama, University, Ala., 1955.
Ph.D.: University of Pittsburgh, Pittsburgh, Pa., 1961.
Experience:
8/67 to Present: Deputy Associate Commissioner, Bureau of Education for the Handicapped, OE.
6/66–2/67: Director, Ad Hoc Subcommittee on the Handicapped, U.S. House of Representatives, Washington, D.C.
9/60–5/66: Assistant Professor; Associate Professor of Speech, University of Alabama; Associate Professor of Speech Pathology, University of Alabama Medical School; Co-Director, Speech and Hearing Clinic, University of Alabama, University, Alabama.
Marital Status: Married.

Meisgeier, Charles Henry.
Birthdate: 12/3/32.
Present Position: Coordinator, Unit on Education of the Mentally Retarded, Division of Training Programs, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Pennsylvania State University, 1955. Social Studies.
M.Ed.: Pennsylvania State University, 1956. Secondary Education.
Ed.D.: Pennsylvania State University, 1962. Special Education.
Experience:
8/66 to Present: Coordinator, Unit on Education of the Mentally Retarded, BEH, OE.
9/65–8/66: Assistant Professor, Program in Administration of Special Education, University of Texas.
7/59–8/65: Executive Director, Texas Association for Retarded Children, Inc.
7/61–7/62: Visiting Professor, The Graduate School, College of Teacher Education, The New Mexico State University, Las Cruces, New Mexico.
9/60–6/65: Psychologist-Consultant, Chairman of Admissions, The Marbridge Foundation, Austin, Texas.
10/57–7/59: Principal, The Opportunity Center School, Houston, Texas.
9/55–10/57: Teacher of Special Education, Chambersburg Area Public School System, Chambersburg, Pennsylvania.
Summer 59: Director, Camp Mohawk, Alvin, Texas.

Morgan, Verda Elizabeth (Betsy).
Birthdate: 12/19/44.
Present Position: Program Assistant, Education for the Visually Handicapped, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Catholic University of America, Washington, D.C., 1966. Psychology.
Experience:
1966 to Present: Program Assistant, Education for the Visually Handicapped, BEH, OE.
Marital Status: Single.

Moss, James W.
Birthdate: 8/13/26.
Present Position: Acting Director, Division of Research, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.

Education:
B.A.: San Jose State College, San Jose, California, 1952.
M.A.: San Jose State College, San Jose, California, 1953.
Ph. D.: George Peabody College, Nashville, Tennessee, 1958.
Experience:
1967 to Present: Acting Director, Division of Research, BEH, OE.
1964–1966: Chief, Handicapped Children and Youth Branch, Bureau of Research, OE.
1963–1964: Department of Special Education, Yeshiva University, New York, New York.
1960–1963: Institute for Research on Exceptional Children, University of Illinois, Urban, Illinois.
1959–1960: San Francisco State College, San Francisco, Calif.
1958–1959: Research Fellow, National Institutes of Health, Medical Research Council, Social-Psychiatry Research Unit, Maudsley Hospital, London, SE 5.
Marital Status: Married.

Mueller, Max (W)illiam.
Birthdate: 6/21/36.
Present Position: Research Coordinator, Division of Research, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.S.: Kansas State Teachers College, Emporia, Kansas, 1958.
M.S.: Kansas State Teachers College, Emporia, Kansas, 1961.
Ph.D.: Peabody College, Nashville, Tenn., 1965.
Experience:
1/66 to Present: Research Coordinator, Division of Research, BEH, OE.
8/65–1/67: Research Coordinator, Division of Elementary-Secondary Research, Bureau of Research, OE.
6/64–8/65: Research Associate, IMRID, Peabody College, Nashville, Tennessee.
Summer 62: Research Assistant (experimental psychology), Peabody College, Nashville, Tennessee.
9/59–5/61: Special Class Teacher (EMR) Witchita Public Schools, Wichita, Kansas.
9/55–5/59: Elementary School Teacher, Wichita Public Schools, Wichita, Kansas.
Marital Status: Married.

Norwood, Malcolm J.
Birthdate: 3/16/27.
Present Position: Education Officer, Acquisition, Captioned Films for the Deaf, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A. Gallaudet College, Washington, D.C., 1949.
M.Ed.: University of Hartford, Hartford, Conn., 1957.
Permanent Class "A" Teacher's Certification, Conference of Executives of American Schools for the Deaf.
Experience:
1960 to present: Education Officer, Acquisition, Captioned Films for the Deaf, BEH, OE.
1957–1960: Responsibility for teacher training program conducted in conjunction with the Gallaudet College graduate program. Set up schedules and supervised practicum.
1954–1960: Late Supervising teacher, Intermediate and Advanced Departments, West Virginia School for the Deaf, Romney, West Virginia.
1952–1954: Classroom Teacher, West Virginia School for the Deaf, Romney, West Virginia (English and Reading).
1950–1952: Classroom Teacher and Dormitory Counselor, American School for the Deaf, West Hartford, Connecticut (Social Studies).
1949–1950: Classroom Teacher, Texas School for the Deaf, Austin, Texas (Social Studies).
Marital Status: Married.

Olshin, George M.
Birthdate: 12/14/28.
Present Position: Research Coordinator, Division of Research, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A. The City College of New York, New York, New York, 1955.
M.S. The City College of New York, New York, New York, 1957.
Ed.D.: University of Georgia, Athens, Georgia, 1963.
Experience:
2/67 to Present: Research Coordinator, Division of Research, BEH, OE.
7/65–2/66: Program Specialist, Fellowship Programs on the Education of the Mentally Retarded, Section on the Education of Handicapped Children and Youth, Office of Education.
1963–1965: Associate Professor of Special Education, State University at Buffalo, New York.
1959–1961: Consultant (mental retardation), Services for Exceptional Children, Georgia State Department of Education, Atlanta, Georgia.
1956–1959: Teacher and Coordinator of Classes for Children with Retarded Mental Development, New York City.
Marital Status: Married.

Palk, Bobby E.
Birthdate: 3/23/31.
Present Position: Education Program Specialist, Division of Training Programs, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, & Welfare.
Education:
B.S. Tennessee Polytechnic Institute Cookeville, Tenn.—Education, 1951.
M.A. George Peabody College for Teachers Nashville, Tenn.—Special Ed. 1957.
Ed.D. George Peabody College for Teachers Nashville, Tenn.—Special Ed., 1962.
Experience:
1967 to Present: Education Program Specialist, Division of Training Programs, BEH, OE.
1964 to Late 67: Associate Professor, George Peabody College; Consultant in Education, Cloverbottom Hospital and School.
1961–1964: Assistant Professor, George Peabody College, Nashville, Tennessee.
1960–1961: Assistant Professor, Michigan State University, East Lansing, Michigan.
1958–1959: Educational Consultant, King's Daughters Hospital School, Columbia, Tennessee; Research Assistant, Cloverbottom Hospital and School.
1957–1958: Teacher, Farrington School System, Farmington, Michigan.
1955–1957: Teacher, Nashville City Schools, Nashville, Tenn.
Marital Status: Married.

Roane, H. Marie.
Birthdate: 10/15/33.
Present Position: Research Assistant, Division of Research, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.A.: Morgan State College, Baltimore, Md., 1955.
Experience:
1966 to Present: Research Assistant, Division of Research, BEH, OE.
1963–1966: Administrative Assistant, Bureau of Family Services, Welfare Administration, DHEW.
1960–1963: Secretary, Bureau of Family Services, Welfare Administration, DHEW.
Marital Status: Married.

Rosenstein, Joseph.
Birthdate: 7/4/32.
Present Position: Coordinator, Programs for the Deaf, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.

Education:
B.S.: Washington University, St. Louis, Mo., 1955. Education.
M.A.: Washington University, St. Louis, Mo., 1956. Psychology.
Ph. D.: Washington University, St. Louis, Mo., 1958. Audiology.
Experience:
8/67 to Present: Coordinator, Programs for the Deaf, BEH, OE
1963–1967: Director of Research, Lexington School for the Deaf, New York, New York.
1965–1967: Adjunct Assistant Professor in Special Education, Teachers College, New York, New York.
1961–1965: Lecturer, Department of Special Education, Teachers College, New York, New York.
1961–1962: Research Associate, Lexington School for the Deaf, New York, New York.
1958–1960: Research Associate, Central Institute for the Deaf, St. Louis, Missouri.
1957–1958: Teacher of the Deaf and Research Assistant, Central Institute for the Deaf, St. Louis, Missouri.
1956–1957: Clinical Audiologist and Research Assistant, Central Institute for the Deaf, St. Louis, Missouri.
1955–1956: Research Librarian, Central Institute for the Deaf, St. Louis, Missouri.
Marital Status: Single.

Ross, Lee.
Birthdate: 1/11/11.
Present Position: Public Information Officer, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
City College of New York, New York, New York, 1929–30.
Marshall School of Fluency, New York, New York, 1931–34.
Brooklyn Academy of Law, New York, New York, 1935.
School of Commerce and Washington Square College, New York, New York, 1938–40.
Inter-American Training Center, Library of Congress, Washington, D.C., 1942–43.
Experience:
8/67 to present: Public Information Officer, BEH, OE.
4/66–7/67: Public Relations Consultant, Miami, Florida.
10/66–1/67: Consultant, Litton Industries, Los Angeles, Calif.
5/58–8/66: Public Relations Consultant, Miami Florida.
6/57–4/58: Editor and Publisher of training publications, Washington, D.C.
1/56–6/57: Director of Information and Advertising, TMT Trailer Ferry, Inc., Miami, Florida.
1/54–6/56: Public Relations Consultant, Washington, D.C.

Simpson, Richard M.
Birthdate: 1/13/27.
Present Position: Audio-Visual Production Officer, Captioned Films for the Deaf, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education ,and Welfare.
Education:
U.S. Navy Photography School, Class "A"—Detailed instruction in all types of photography and film production.
U.S. Navy Photography School, Class "B"—Advanced instruction in motion pictures and serial photography.
Experience:
9/63 to present: Audio-Visual Production Officer, Captioned Films for the Deaf, BEH, OE.
4/63–9/63: Freelance Motion Picture Director-Cameraman.
Prior to 4/63: U.S. Navy.
Marital Status: Married.

Tompkins, James R.
Birthdate: 1/17/35
Present Position: Coordinator, Unit on Education of the Emotionally Disturbed, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.

Education:
B.A.: Mount Saint Mary's College, Emmitsburg, Maryland, English Philosophy, and Education, 1959.
M.A.: Niagara University, Niagara Falls, N.Y., 1961.
Ph.D.: (completed except dissertation) Catholic University of America, Washington, D.C., Educational Psychology.
Experience:
7/67 to Present: Coordinator, Unit on Education of the Emotionally Disturbed, BEH, OE.
9/66–7/67: Program Specialist, Unit on Education of the Emotionally Disturbed, OE.
11/65–9/66: Assistant Chief, Behavioral Sciences Branch, Programs for Preparation of Educational Personnel, OE.
9/64–6/65: Research Assistant, Catholic University of America, Washington, D.C.
9/62–6/64: Assistant Principal, Hillcrest Children's Center, Washington, D.C.
11/61–6/62: Assistant Psychotherapist, Temple Hospital's Institute for the Study of Psychotherapy, Philadelphia, Pennsylvania.
Marital Status: Married.

Welch, W. Bruce.
Birthdate: 6/25/18.
Present Position: Research Coordinator, Division of Research, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
A.B.: Livingstone College, Salisbury, N.C., 1939.
M.S.: Indiana University, Bloomington, Ind., Remedial Reading and Clinical Practice, 1945.
Ed.D.: Indiana University, Bloomington, Ind., Educational Psychology, 1951.
Further Study: Ohio State University, Columbus, Ohio, Columbia University, New York, N.Y.
Experience:
8/67 to Present: Research Coordinator, Division of Research, BEH, OE.
5/66–8/67: Program Specialist, Office of Programs for the Disadvantaged, OE.
1965–1966: Administrator, Richmond Public Schools, Richmond, Virginia.
1960–1965: School Psychologist, Richmond Public Schools, Richmond, Virginia.
1954–1956: American Advisor to the Minister of Education, Azerbiajan, Iran.
1944–1960: College Professor and Administrator: Albany State College, Albany, Georgia; Jackson State College, Jackson, Mississippi; Virginia State College, Petersburg, Virginia; The Fort Valley State College, Fort Valley, Georgia; Hampton Institute, Hampton, Virginia; and Virginia Union University, Richmond, Virginia.
1939–1944: Teacher and Principal in Georgia public schools.
Marital Status: Married.

Withrow, Frank B. (Jr.).
Birthdate: 2/9/26.
Present Position: Acting Director, Division of Training Programs, Bureau of Education for the Handicapped, U.S. Office of Education, Department of Health, Education, and Welfare.
Education:
B.S.: Washington University, St. Louis, Mo., 1951. Education.
M.S.: Washington University, St. Louis, Mo., 1954. Speech and Hearing.
Ph.D.: Washington University, St. Louis, Mo., 1963. Audiology.
Experience:
8/67 to Present: Acting Director, Division of Training Programs, BEH, OE.
2/67–8/67: Coordinator, Programs for the Deaf, BEH, OE.
1963–1967: Director, Research and Clinical Services, Illinois School for the Deaf, Jacksonville, Illinois; Research Assistant, Central Institute for the Deaf, St. Louis, Missouri.
1959–1961: Research Assistant and Supervisor, Division of Speech Correction and Pathology, Central Institute for the Deaf, St. Louis, Missouri.

Experience—Continued
1956–1957: Audiologist, Central Institute for the Deaf, St. Louis, Missouri.
1952–1956: Classroom Teacher, Division of Speech Correction and Pathology, Central Institute for the Deaf, St. Louis, Missouri.
Marital Status: Married.

Senator JAVITS. Mr. Chairman, there is one other question. Will you also give us comparable figures to the ones you said you would just supply for the record, the current fiscal year, that is, 1967–68, as you see it now. We are very interested in finding out after we act what happens to these holdbacks and cutdowns in the executive department, even with the appropriations which we pass. Would you give us that, Mr. Gardner?

Secretary GARDNER. Yes, sir.

(The information subsequently supplied by Secretary Gardner follows:)

Although consideration is being given to the institution of a similar program in 1968, final decisions concerning specific methodology and programs have not yet been made. If and when final decisions are reached on a cost reduction program, the Department will promptly provide the Committee with detailed information.

Senator JAVITS. Thank you, Mr. Chairman. I thank my colleagues.

Secretary GARDNER. Mr. Chairman, I will supply for the record, the response on the handicapped. I will just say now that the report on the handicapped was really the basis for our present title VI proposal. We will supply the details.

TEACHER SHORTAGE

Senator RANDOLPH. Mr. Chairman, we are reporting or hope to report certain legislation from the Subcommittee on Employment, Manpower and Poverty and as I leave I would like you to know that I will be in the other meeting. I wanted to ask Secretary Gardner and his associates to supply for the record, any information that they feel would be factual and pertinent in reference to the very critical shortage of teachers in our elementary and secondary school systems as we face the fall opening of schools.

I do know that there are areas where this is very acute. I know this personally. I would like for you to supply this information, if you have access to sources that might give us some of this information, because it is my feeling, Mr. Secretary, that it is not just the salary that is causing a person to leave a teaching position, but it is the attitude of the pupils. This seems to be a very real cause of teachers leaving the profession. I have had letters from teachers who say they cannot stand the tension, the disregard for law and order within the classroom, and the failure of principals and superintendents to back them up when they need to take proper yet stern measures to have the classroom operated in an orderly manner.

Senator YARBOROUGH. Will the Senator yield?

Senator RANDOLPH. This is not a generalization. This is a particularization with which I am concerned because I have personal knowledge of it.

Senator YARBOROUGH. Will the Senator yield for a moment? Did not some of those teachers say they fear for their own physical safety?

Senator RANDOLPH. I have read that, Senator Yarborough. I have not had that in correspondence but I have read it. I know in a recent letter a teacher said I come home at night and I am completely drained. This was not because of the teaching task. It was due to the attitude and actions of the pupils. I have no reason to doubt the honesty of this teacher as to the conditions in this particular classroom with which she is charged with responsibility.

I do not want to wave flags this morning because I will be misunderstood. I am saying to you that I think there are thousands and thousands of teachers who are being lost to our teaching system as we go into the fall sessions because there is not the backup of the authorities to help the teacher in the maintenance of order, not just in the teaching processes themselves. I think this is a very real challenge to you, Mr. Secretary—I know it is—and to those associated with you in the Office of Education and the general programs of learning.

Secretary GARDNER. Senator, with respect to the shortages I would just like to mention the Education Professions Act which will address itself to that, and also mention the Teacher Corps which can, in the long run, be a very significant source, not only of teachers, but of teachers who are dedicated.

Senator RANDOLPH. Yes. I supported that bill and those other measures.

Secretary GARDNER. Now, the question of order is a much more complex one and everything that we learn about it suggests that it is relate to a rather generalized disintegration of an inner school system or of a school or of a community so that it must be attacked, not only through lowering the teacher-student ratio, not only through general improvement of education, but through community improvement.

Senator RANDOLPH. Yes, sir.

Secretary GARDNER. Through the model cities approach and other generalized efforts to lift these areas up. We are deeply concerned——

Senator RANDOLPH. Is there a shortage of teachers?

Secretary GARDNER. Yes, sir; there is. Commissioner, would you care to comment on that?

Mr. HOWE. Well, Senator, there is a shortage from the point of view of the local school district in many places trying to hire people. Whether there is an absolute shortage then raises the question you raised, sir, of salary levels for teachers and in light of that question what would happen if salary levels were generally raised. There are many people trained for teaching who are not teaching and there is a great drain on the profession for various service types of jobs which can take people who have been trained for teaching and use them for other work. It seems to me that local school districts, States, and the Federal Government have got to address themselves to that broad problem and that the Education Professions Development Act passed recently by the Congress will be our major tool to apply our part in that.

Senator RANDOLPH. Thank you, Mr. Secretary and Commissioner Howe. Mr. Chairman, I must pursue this one more moment. It seems

to me that we are face to face with a situation where those persons, who are not only to teach but are also to have a responsibility for order, will be difficult to find. This falls into the category of the member of the police force. The teacher has to not only teach, but the teacher has to have order if the teaching process is to go forward. It is the same for the member of the police force in a different way, of course.

In these positions where people have to use discipline, Mr. Chairman, where we are increasingly running up against a problem, which I think cuts very deeply into our whole concept of education as well as life in this country, I know this cannot be solved or answered quickly—no miracle that can be wrought. But I do believe those persons who are educators, in the broad sense of the word, are going to have to give more thought to this sort of subject matter and a little less thought—not that we should give less thought—to just the mechanics of teaching.

Secretary GARDNER. The one point I would reiterate is that when you get an experiment, such as the more effective schools experiment in New York City, discipline improves along with everything else. The youngsters behave better as the whole system gets to be a sounder system.

Senator RANDOLPH. I certainly hope that this is true and I am sure it is true.

Senator MORSE. Senator Randolph, thank you very much.

Senator Yarborough?

Senator YARBOROUGH. Mr. Secretary, roughly how many schoolchildren are there of school age in America today? Is it approximately 50 million?

Secretary GARDNER. About 50 million.

Senator YARBOROUGH. Of those, how are they divided in schools between public and private schools? How many go to public and how many to private?

Secretary GARDNER. Mr. Halperin says one-seventh attend private schools.

Senator YARBOROUGH. One-seventh attend private schools of the 50 million of those in the schools. So, your statement that more than 1 million non-public-school children participate under title III: Is the percentage of non-public-school children participating in the program the same as the percentage for public schools, more or less? Is there any difference in that?

Secretary GARDNER. I cannot answer that question. Do you have the answer?

Mr. HOWE. What was the percentage in your testimony, Mr. Secretary?

Senator YARBOROUGH. If you do not have that now, Mr. Secretary, Mr. Howe can have it in the morning. I do not desire to delay this hearing.

Mr. HOWE. I just have not gotten the percentage here.

Senator YARBOROUGH. If you can have it in the morning, Mr. Howe, that would suffice.

Mr. HOWE. Surely.

Senator YARBOROUGH. I ask it now so we will have it in the morning. I do not ask you to stop and look it up, or have your staff compute it

now, because the hour is growing late and Commissioner Howe will testify in the morning. We would like to have it then.

Now, these children from districts of low economic status, you term those disadvantaged children, do you not? What do you mean by disadvantaged-child budget in your testimony? Scholastically disadvantaged child? What I am driving at is that you have handicapped children, as I understand it, which refers to physical or mental handicap, is that right?

Secretary GARDNER. Right.

Senator YARBOROUGH. Now, do the disadvantaged include the handicapped or does that refer only to economic disadvantage?

Secretary GARDNER. It includes the handicapped.

DATA ON DISADVANTAGED AND HANDICAPPED CHILDREN

Senator YARBOROUGH. I wish you would separate them, Mr. Howe, in the morning. Please have data on the handicapped and on the disadvantaged. Approximately how much are you spending on a disadvantaged child in a year under this elementary and secondary bill, per child per annum?

Mr. HOWE. Per child, per annum, now about $115; $115 to $120.

Senator YARBOROUGH. Now, the handicapped children; that refers to one who might have any kind of physical or mental handicap that causes them to need special training; is that correct or not?

Mr. HOWE. All physical or mental handicaps.

Senator YARBOROUGH. It takes special kinds of training to help them. Special care. Now, you have a law that authorizes $150 million per year for that purpose under title VI. And, you have asked this year for what, $15 million?

Mr. HOWE. Yes, sir.

Senator YARBOROUGH. Which is 10 percent of the authorization. What is the national estimate of handicapped children, 5 million, is it not, of the 50 million of all children? Is it not the national estimate that 10 percent are handicapped in some way?

Mr. HOWE. That is an estimate frequently used.

Senator YARBOROUGH. That is 10 percent. If that is not correct, I will ask you to have the correct figures in the morning, Mr. Howe. Then as to that 5 million, you request $15 million, you would then be requesting $3 per handicapped child, and $115 per child for one that you consider economically disadvantaged, is that right?

Mr. HOWE. That is correct, and that is the reason for the statement that I made to Senator Javits a moment ago, that it seems to me we needed to examine this area of investment.

Senator YARBOROUGH. It seems to me that the difference between $3 per child for a child who has a handicap and requires special training, and $115 for children that have an economic disadvantage, is quite large and requires reexamination at a very speedy rate.

Mr. HOWE. There is some overlap here, Senator Yarborough, in the sense that certain of the funds under title I of the Elementary and Secondary Act may go to the benefit of children we are categorizing as handicapped, so I do not think that the numbers would work out exactly as you suggest, but your point is perfectly valid.

Senator YARBOROUGH. I would like full data on that tomorrow put in the record. I do not want to wait to put that in the record the last days of the subcommittee hearings and have it come to the subcommittee in galley proof as we are marking up the bill. I would like to have this tomorrow, if you have time. If not, by the end of the week. I also want to know how much you are spending per disadvantaged child by State, a breakdown State by State and average per handicapped child per State. I want to know the number that you are considering disadvantaged in each State in the Union and the total number of students in that State. You may not have this, but I will add the average per capita income of that State.

Mr. HOWE. We will endeavor to get that.

Secretary GARDNER. Would you like that by tomorrow?

Senator YARBOROUGH. If you cannot, then as soon as possible. I know you can have it this week. I do not want to disrupt your office, but I think we ought to lay out just what we are doing with this money, why and how we are spending it in what kind of programs.

Senator MORSE. My associate professor here is a tough assigner, I will tell you that.

Mr. HOWE. We are pretty good at homework, Senator Morse.

Senator YARBOROUGH. Not nearly as tough as the chairman. He has seminars. I merely have questions.

I have another request under title III, under the innovation programs: let us have a breakdown on what is being spent on the handicapped and what is being spent for disadvantaged. There is real reason for exploring this. Many reasons. I will just mention one. I have done some work in the problem of the deaf. The average deaf person in the United States, as you gentlemen know from your job there, earns half as much money as the average person. But, they are discovering now that with the proper training, that gap can be narrowed very rapidly.

My State has one of these Internal Revenue centers with all of these computers in it and the State school for the deaf begged them to take some of their graduates. Well, they were rather dubious about it but finally agreed to help out with the President's program on the handicapped and took some graduates of the deaf school. To their surprise they made fewer errors than the nondeaf because where their job was to look at that machinery all day and record, they could not hear the sound. They were not distracted. They are now seeking more deaf people for those jobs and those jobs pay well. We know there are many ways where the disadvantaged in one respect, with this modern mechanized, automated, computerized society we have, might be advantaged.

I want to see what is being spent to help this 5 million handicapped, because very often you do not have to create motivation in that 5 million handicapped. They want to get ahead. You just give them the means, the tools, they will do a lot of it themselves.

Now, I am appalled here at the $3 per child for 5 million handicapped and hundreds of dollars for the 7 million that you estimate to be disadvantaged in this budget for this year. I think the disparity is appalling.

Thank you, Mr. Secretary.

(The information requested was subsequently supplied, as follows:)

PACE projects for the deprived, fiscal year 1966 and 1967

State	Total projects		Planning		Operational		Number of participants in operational projects
	Number	Amount	Number	Amount	Number	Amount	
Grand total	276	$28,616,586	133	$7,991,228	143	$20,625,358	3,497,107
Alabama	5	410,462	3	153,666	2	256,796	83,086
Alaska	1	24,748	1	24,748	0	0	0
Arizona	3	182,271	2	138,586	1	43,685	12,500
Arkansas	8	718,576	5	221,076	3	497,500	49,085
California	25	2,729,623	15	1,608,449	10	1,121,174	529,501
Colorado	4	364,509	2	147,833	2	216,676	4,386
Connecticut	5	420,078	3	173,301	2	246,777	4,110
Delaware	0	0	0	0	0	0	0
District of Columbia	2	176,086	1	66,929	1	109,157	2,062
Florida	11	700,481	6	196,999	5	503,482	28,209
Georgia	4	489,113	1	44,955	3	444,158	77,347
Hawaii	0	0	0	0	0	0	0
Idaho	2	202,997	0	0	2	202,997	795
Illinois	5	699,985	3	125,000	2	574,985	186,768
Indiana	6	411,744	3	172,220	3	239,524	6,693
Iowa	1	113,430	0	0	1	113,430	58,277
Kansas	6	239,690	4	126,446	2	113,244	10,742
Kentucky	2	271,491	1	42,850	1	228,641	20,263
Louisiana	4	740,490	1	36,090	3	704,400	17,124
Maine	6	301,538	1	18,930	5	282,608	15,248
Maryland	10	889,818	6	412,453	4	477,365	141,005
Massachusetts	6	297,945	4	222,997	2	74,948	5,200
Michigan	18	2,631,697	9	506,013	9	2,125,684	82,465
Minnesota	7	686,067	3	131,200	4	554,867	112,731
Mississippi	6	430,455	2	154,986	4	275,469	58,714
Missouri	3	374,424	1	124,424	2	250,000	328
Montana	2	17,429	1	9,970	1	7,459	30
Nebraska	3	171,890	2	45,510	1	126,380	7,344
Nevada	0	0	0	0	-------	0	0
New Hampshire	2	175,300	1	78,700	1	96,600	20,000
New Jersey	9	994,464	4	236,861	5	757,603	71,481
New Mexico	2	103,928	0	0	2	103,928	337
New York	12	1,151,547	3	149,580	9	1,001,967	201,372
North Carolina	14	826,674	8	272,284	6	554,390	34,585
North Dakota	1	139,530	0	0	1	139,530	63,816
Ohio	12	1,582,479	5	234,651	7	1,347,828	141,972
Oklahoma	8	466,811	3	79,800	5	387,011	20,251
Oregon	1	37,800	0	0	1	37,800	338
Pennsylvania	11	1,628,744	9	1,236,638	2	392,106	113,978
Rhode Island	4	112,219	2	43,754	2	68,465	793
South Carolina	0	0	0	0	0	0	0
South Dakota	4	260,875	3	198,875	1	62,000	330
Tennessee	7	2,615,954	2	91,260	5	2,524,694	202,078
Texas	6	1,325,648	2	146,391	4	1,179,257	287,539
Utah	3	87,458	3	87,458	0	0	0
Vermont	1	31,339	0	0	1	31,339	100
Virginia	6	766,794	1	41,125	5	725,669	26,084
Washington	6	173,951	2	15,630	4	158,321	67,152
West Virginia	1	25,000	1	25,000	0	0	0
Wisconsin	5	827,351	2	84,842	3	742,509	95,049
Wyoming	3	282,977	1	19,050	2	263,927	1,780
Guam	1	124,150	0	0	1	124,150	19,411
Puerto Rico	0	0	0	0	0	0	0
Virgin Islands	2	178,556	1	43,698	1	134,858	11,648
BIA	0	0	0	0	0	0	0
DOD	0	0	0	0	0	0	0

PACE projects for the handicapped, fiscal years 1966 and 1967

State	Total projects		Planning		Operational		Number of participants in operational projects
	Number	Amount	Number	Amount	Number	Amount	
Grand total	123	$12,318,783	66	$4,858,695	57	$7,460,088	479,183
Alabama	2	50,268	2	50,268	0	0	0
Alaska	0	0	0	0	0	0	0
Arizona	2	50,873	1	20,560	1	30,313	2,077
Arkansas	3	319,583	2	119,583	1	200,000	5,763
California	6	765,434	3	585,034	3	180,400	120
Colorado	4	253,564	1	34,663	3	218,901	3,056
Connecticut	1	311,800	1	311,800	0	0	0
Delaware	0	0	0	0	0	0	0
District of Columbia	0	0	0	0	0	0	0
Florida	3	148,954	2	57,219	1	91,735	22,000
Georgia	1	25,197	1	25,197	0	0	0
Hawaii	1	438,234	1	438,234	0	0	0
Idaho	3	252,047	2	75,450	1	176,597	765
Illinois	3	340,600	1	14,600	2	326,000	585
Indiana	2	314,743	1	135,743	1	179,000	590
Iowa	0	0	0	0	0	0	0
Kansas	8	966,470	5	424,446	3	542,024	25,415
Kentucky	1	50,900	1	50,900	0	0	0
Louisiana	4	527,272	3	280,022	1	247,250	9,233
Maine	1	31,740	0	0	1	31,740	202
Maryland	2	354,730	2	354,730	0	0	0
Massachusetts	4	337,855	3	315,032	1	22,823	25
Michigan	4	210,123	1	27,950	3	182,173	610
Minnesota	3	81,800	2	58,800	1	23,000	30
Mississippi	1	169,163	0	0	1	169,163	938
Missouri	1	239,214	1	239,214	0	0	0
Montana	1	22,893	1	22,893	0	0	0
Nebraska	0	0	0	0	0	0	0
Nevada	0	0	0	0	0	0	0
New Hampshire	2	44,005	2	44,005	0	0	0
New Jersey	7	617,257	3	113,499	4	503,758	7,546
New Mexico	2	376,726	0	0	2	376,726	140,720
New York	5	743,632	1	40,200	4	703,432	108,171
North Carolina	2	455,008	1	30,530	1	424,478	930
North Dakota	1	16,500	1	16,500	0	0	0
Ohio	7	632,989	4	191,770	3	441,219	12,767
Oklahoma	7	919,680	3	337,456	4	582,224	86,921
Oregon	2	188,950	1	5,020	1	183,930	300
Pennsylvania	7	696,185	3	139,205	4	556,980	32,721
Rhode Island	4	151,760	1	6,760	3	145,000	4,127
South Carolina	0	0	0	0	0	0	0
South Dakota	0	0	0	0	0	0	0
Tennessee	1	31,100	1	31,100	0	0	0
Texas	2	196,302	1	121,302	1	75,000	313
Utah	0	0	0	0	0	0	0
Vermont	0	0	0	0	0	0	0
Virginia	5	221,078	4	94,648	1	126,430	13,487
Washington	1	14,565	1	14,565	0	0	0
West Virginia	1	9,100	1	9,100	0	0	0
Wisconsin	5	520,489	1	20,697	4	499,792	1,403
Wyoming	1	220,000	0	0	1	220,000	368
Guam	0	0	0	0	0	0	0
Puerto Rico	0	0	0	0	0	0	0
Virgin Islands	0	0	0	0	0	0	0
BIA	0	0	0	0	0	0	0
DOD	0	0	0	0	0	0	0

Estimated obligations for programs for handicapped children under title I, ESEA, as amended by Public Law 89–313,[1] fiscal year 1967

State	Allocation under Public Law 89-313[2]	Estimated number of children participating[3]	Estimated amount obligated per child
United States	$14,968,483	90,286	$165
Alabama	119,451	1,054	113
Alaska	157,319	958	164
Arizona	154,666	1,250	124
Arkansas	441,653	2,693	164
California	388,934	2,523	154
Colorado	473,667	2,594	183
Connecticut	135,407	797	170
Delaware	177,909	830	214
District of Columbia	489,814	2,969	165
Florida	56,613	375	142
Georgia	113,393	737	154
Hawaii	45,193	299	151
Idaho	297,243	1,798	165
Illinois	516,953	3,441	150
Indiana	214,134	1,354	158
Iowa	252,255	1,435	176
Kansas	94,333	751	126
Kentucky	163,282	1,290	127
Louisiana	80,075	581	138
Maine	204,456	1,287	159
Maryland	622,070	3,770	165
Massachusetts	825,563	4,964	166
Michigan	504,263	3,003	168
Minnesota	41,908	511	82
Mississippi	452,250	3,116	145
Missouri	104,374	651	160
Montana	104,478	811	129
Nebraska	12,010	70	171
Nevada	44,626	325	137
New Hampshire	810,086	4,238	191
New Jersey	147,456	770	192
New Mexico	2,065,837	8,296	249
New York	371,376	3,031	123
North Carolina	51,587	384	134
North Dakota	283,617	1,772	160
Ohio	130,163	862	151
Oklahoma	228,708	1,219	188
Oregon	1,324,212	7,966	166
Pennsylvania	87,014	519	168
Rhode Island	123,389	1,343	92
South Carolina	67,372	485	139
South Dakota	138,730	1,163	119
Tennessee	453,435	3,082	147
Texas	202,973	1,262	161
Utah	96,528	640	151
Vermont	192,796	1,608	120
Virginia	472,491	2,607	181
Washington	83,449	683	122
West Virginia	293,754	1,769	166
Wisconsin	55,218	323	171
Wyoming			

[1] Comparable data on title I programs and projects specifically designed for handicapped children in local educational agencies are not available. According to sample studies between 2 percent and 3 percent of the title I appropriation was used for projects for handicapped in LEA's during fiscal year 1966. More detailed information about fiscal year 1967 projects will be collected on the end of year statistical report this fall. Existing information about fiscal year 1967 projects and the prevalence of handicapped conditions among disadvantaged children is insufficient even for purposes of making estimates at this time. There is reason to believe, however, that the rate of handicapping conditions among disadvantaged children greatly exceeds the 10 percent level usually found among the general school population and may be as high as 20 to 30 percent.

[2] Allocations include the reported reallocations during fiscal year 1967.

[3] The most recent information reported by the States indicates that State agencies have obligated the available funds up to the amount of the allocation. Number of children participating is estimated to be 10 percent above the number of children in average daily attendance which formed the basis for the allocation Fiscal year 1966 data showed that projects served 10 percent more children than formed the allocation basis.

Senator MORSE. On behalf of the subcommittee, I want to thank you very much. We are certainly indebted to you for this excellent presentation. I am going to excuse you at this time because of your other commitments and we will proceed to listen to Commissioner Howe. Are you ready to testify this morning, Commissioner?

Mr. HOWE. Yes, Senator.

Senator MORSE. You are excused, Mr. Secretary.

Secretary GARDNER. Thank you very much, Mr. Chairman.

Senator MORSE. Mr. Howe, in the course of your testimony, unless you want to cover the question at the outset, the subcommittee would like to know the present status of your Bureau of Education for the Handicapped in the Office of Education. It has a bearing on that quota Senator Yarborough and Senator Javits were talking about. If you would like to start out with that question, we can cover it now or you can file it as a memorandum. I think it would be helpful if you gave us a brief statement now as to the status of the Bureau for the Handicapped in the Office of Education.

STATEMENT OF HAROLD HOWE II, COMMISSIONER OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. HOWE. Well, very briefly, Mr. Chairman, the new Bureau is fully organized. An associate commissioner, as its Director, has been appointed, Dr. James L. Gallagher, a distinguished authority in the area of working with handicapped children, formerly of the University of Illinois, on leave of absence this year at Duke University. He is in the process of coming to the Office of Education and is giving up his responsibilities at Duke and is with us on an irregular basis. He will be full time with us during this month. I am not actually sure whether he is today or not.

We have appointed heads of the various subdivisions of the Bureau and it seems to me that it is a fully operative organization being effective about administering the program for which it is responsible.

I would say that in its organization we had some decisions to reach as to how we allocated certain areas of program responsibility. For example, take research activity connected with the handicapped. We decided to split off research funds appropriated for purposes of the handicapped from the Bureau of Research and place them under the new Bureau for the Handicapped. Similarly, when we looked at those aspects of the Elementary and Secondary Act related to title I and related to new title VI, we placed those pieces of program activity under the Bureau for the Handicapped. I think we have a good staff doing an effective job.

There is room for expansion of that staff. We are endeavoring to make additional places available, additional personnel slots available to the chief of that Bureau. Frankly, one of the tough problems we have in the Office of Education now is a shortage of personnel slots to do all the jobs we have to do. This handicaps us all along the line, including in the new Bureau for the Handicapped. But, in very brief summary, this is a report of what has been accomplished.

We would be happy to submit for the record a detailed picture of the organization of that office, of the personnel now working for it, and of program activities under it.

Senator MORSE. Thank you very much. There is a great deal of interest in the operation of the new Bureau of the Handicapped and I wanted to give you an opportunity to make that statement now. I am sure that during the hearings, as already noted this morning, from time to time questions will be raised about the program. As I earlier noted we are fortunate to have with the Secretary and the Commissioner as witnesses this morning Dr. Ralph K. Huitt, Assistant Secretary of HEW for Legislation; Dr. Samuel Halperin, Deputy Assistant Secretary of HEW for Legislation; Dr. Nolan Estes, Associate Commissioner for Elementary and Secondary Education, and Dr. Albert L. Alford, Assistant Commissioner for Legislation. As is always the case, you gentlemen should feel free to intervene at any time to supplement any statement that is made by the witness or comment on any questions asked by any Senator.

I have already this morning, Commissioner Howe, expressed to you my very sincere evaluation of your dedicated public service. Let me recapitualte, so to speak, by saying that I have followed your work in the Department very carefully, and I have found you to be a very dedicated public servant. Although the members of this subcommittee may not always have been in complete agreement with some policy that you may be following down in the Department, we have always received from you complete cooperation. You state the facts as you see them to support your policy determinations. We have always received the most courteous, cooperative responses from you and, therefore, on behalf of this subcommittee, I want to say this morning for the record, before you start your testimony, that you have my very sincere thanks for the cooperation that has been extended to my subcommittee at all times.

You may proceed in your own way.

Mr. HOWE. Thank you very much, Senator Morse, for those remarks. Let me begin by saying that your opening statement to the Secretary raised several questions to which we would like to make response.

TITLE I GUIDELINE—EQUIPMENT AND CONSTRUCTION LIMITATIONS

You raised a question concerning the 10-percent allocation of funds for equipment and construction costs. We will submit for the record something about this and the allocation of funds under the library programs of title II of the Higher Education Act, if you will permit.

Senator MORSE. You certainly may.

Mr. HOWE. I will go ahead with my formal testimony. Let me say that it runs to some 28 pages and, rather than read it all, I would like to direct attention to particular portions of it and submit the entire testimony and its appendixes for the record.

Senator MORSE. Commissioner Howe's full prepared statement will be inserted in the record at this point and he will summarize it in accordance with his own desires.

(The prepared statement of Commissioner Howe follows:)

PREPARED STATEMENT OF HAROLD HOWE II, U.S. COMMISSIONER OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman and members of the subcommittee, in my testimony this morning I have five major purposes:

First, to review briefly Titles I and II of ESEA.

Second, to establish the vital and continuing need for the kind of information which is at the heart of the present Title III and to emphasize the special and unique need for continuing the present system of joint Federal-State administration of Title III—a need which would not be met if the administration of the program were placed on a State plan basis at this time.

Third, to present the case for changes in the House-enacted version of Title V.

Fourth, to explain the Administration's new proposals for improving vocational education; and

Fifth, to discuss a proposed amendment to P.L. 815 on behalf of the American Indians.

I

Title I authorizes the largest proportion of funds provided by the five titles of the ESEA. Its primary concern is compensatory, or corrective, education. Stated simply, it provides the means for our schools to reach millions of our Nation's young people who require special attention if they are to succeed in school—young people for whom the schools need added resources if they are to be served effectively. With funds from Title I the schools are doing everything possible to help these youngsters overcome educational deficiencies stemming primarily from the effects of poverty.

Preliminary evaluations indicate that the first year's program has produced promising results. I refer the Committee to several documents in support of this conclusion. *The First Year of Title I*, the annual report comprised of summaries of individual State reports, stated the following:

> For many communities the impact of Title I on local education was dramatic. The State of South Carolina said in its report that Title I "was bringing about an educational revolution."

From Wisconsin we heard:

> . . . the reaction to Title I in general has been that it has, in fact, had a significant impact on education, and that the disadvantaged children are being given a greater opportunity to participate in the existing educational system.

From New Hampshire:

> In this short period of time we have passed through the embryonic stage of a revolutionary educational venture. Much has been learned. We have become knowledgeable about the needs of educationally reprived children . . .

The State of Mississippi reported:

> Materials, equipment, improved facilities, food services, health services and other specialized services have brought about an atmosphere more conducive to learning. Perhaps of equal importance has been the capture of a new vision by teachers and this vision, this enthusiastic spirit, has been caught by pupils and translated into improved attitudes and a deepened interest in education.

In New York City, children remained in school three afternoons a week for special remedial instruction. Tutors were on hand to help them with their homework, and the library was open for study and browsing. The majority of the States conducted similar programs under Title I. (I am submitting for the record a statistical survey of the first year of the Title I activities.)

State reports commented that these projects encouraged students to continue their education rather than dropping out of school. They also reported Title I students were beginning to talk of continuing their education beyond high school. Most important, as one State report puts it, "The program is making it clear to students that at last 'somebody cares.'"

The three reports of the National Advisory Council on the Education of Disadvantaged Children, chaired by O. Meredith Wilson, President of the University

of Minnesota, support similar conclusions regarding Title I. The last report submitted in January of this year, states:

1. Title I funds in the past six months have helped remove extreme hunger and unnecessary sickness as barriers to education for hundreds of thousands of children.

2. Schools serving poor children have, on a wide scale, added badly needed teaching and supportive personnel, thus providing smaller teaching groups.

The Council is gratified to be able to report these evidences of visible progress.

Title II, while not allocated on a basis of the number of disadvantaged children, is also essentially compensatory in nature. By providing assistance for library, audiovisual, and other educational materials, it endeavors to bring the materials available to students in our schools up to a reasonable standard. Here, as in Title I, the schools are running hard merely to catch up. Most Title II funds have gone into improving library services in the schools. Some evidence of what has been accomplished follows:

More than 3,600 new public school libraries were opened as a result of the Title II program; 3,627 of these were located in public elementary schools and 259 in public secondary schools.

It has been reported that 1,545,000 public and nonpublic school children were being served by these new libraries.

About 89 percent or 43 million school children are enrolled in the 91,000 schools participating in ESEA Title II.

State departments of education assigned 285 full-time staff to administer the Title II program.

But the concern with compensatory education, important as it is, should not be allowed to obscure the need for a more critical evaluation of the regular daily procedures in education—and the development of more creative responses to the overriding question of how best to educate the country's youth. Title III is an attempt to do just that:

II

The central purpose of Title III is more relevant today than it was in 1965 when it was first passed. After 2 years of experience in administering Title III, school districts, States, and the Office of Education are just beginning to produce results. The educational community is beginning to realize what kinds of projects are valuable and what kinds are not. Together with State departments of education and local school systems, we are beginning to work out procedures and organizational structures for administering a program to bring purposeful change and experimentation to the schools on a regular basis. To suddenly alter the patterns of cooperation which have developed—to switch in midstream as required by the amendment in H.R. 7819, the House-passed bill—would be to risk the loss of our experience in establishing a new set of relationships which is already moving to achieve growing State responsibility for the program and, at the same time, risk losing the educational momentum gained under the present program.

What Title III is *not* should be made absolutely clear. It is *not* an attempt to undercut the general responsibility of the State educational agency for the State's schools. It is *not* an attempt to set up a system of federally run schools. It is *not* an attempt by the Federal Government to take over the responsibility for American education. As I have said many times before, this responsibility must remain on the State and local level. We have neither the inclination nor the resources to do such a job.

The new Federal-State relationships required by Title III have occasioned some adjustment; they have also resulted in success and promise. In an independent study of Title III directed by Professor Richard Miller of the University of Kentucky (and completed before the present proposal for change in Title III was discussed in the House of Representatives), nearly all of the 20 scholars engaged in the study were laudatory about the accomplishments of Title III during its first year. And they predicted even more significant accomplishments in the future. I would like to read comments from three members of the Committee. (The full text of the study is available in the subcommittee print, *Notes and Working Papers Concerning the Administration of Programs Authorized Under Title III of P.L. 89–10.*)

Richard J. Miller, Director of the study, writes "Title IV more in terms of larger regions and Title III more in terms of local school systems within States have stimulated more serious, fresh, and creative educational conversation than anything else in our national history."

Harry Passow, Professor of Education at Teacher's College, Columbia University, says: "Of all parts of the ESEA, Title III is perhaps the most exciting and without doubt, the most challenging." And Thomas Pettigrew, Associate Professor of Social Psychology at Harvard, observes: "Only in America do we find national legislation explicitly to foster innovation and change in education as goals in themselves."

There is reason to take pride in the accomplishments of Title III. To date, over 2,000 projects including more than 300 new planning projects have been approved obligating $209 million. Roughly 6,000 or over 25 percent of the Nation's school districts are being served by ESEA Title III projects. It is estimated that nearly 15 million persons are being touched by the program. I attach an appendix listing exemplary Title III projects to this testimony.

Further, in the short space of 2 years, the program has brought together nearly 200 of the most capable people in American education to review proposals and to help with the selection process. As these consultants from all across the country have interacted with Federal, State, and local educators, they have helped raise the level of conversation about what our schools might be. In addition to encouraging new ideas for improvement of these schools, the effect of multi-state comparisons has been to improve the quality of the projects proposed and selected.

In these last few minutes I have discussed in general why I believe Title III is a vital part of ESEA. I have spoken with a special sense of urgency because I firmly believe that there is a unique and special role to be played by the Federal Government joined with the States in the administration of Title III—a role which would not be fulfilled adequately if the entire administration of the program were to be turned over to the States at this time.

I would now like to discuss a number of reasons why I believe the objectives of Title III can best be served by maintaining the present Federal-State relationships in the administration of the program.

(1) What I am arguing for is the maximum utilization of the funds available for innovation and demonstration. Spreading new practices is no less important in education than in a host of other fields. There is a need in this country to put what we know about educational methods and technology to use—to close the gap between research and practice.

Given the funds available for Title III and given the limited number of demonstrations it can support, a nationwide selection of projects based on independent judgment which seeks a common standard of excellence to meet the needs of the schools will do more to raise the quality of education than any other way of administering the program.

As presently administered the Title III project selection process has allowed freedom from traditional pressures which might favor particular projects or even push for a per capita allocation of funds. Indeed, some State Departments of Education have told us that political pressures within the State forced state approval of projects which they did not consider really up-to-par. The States have requested informally in such instances that the U.S. Office of Education deny funds for these projects, most of which duplicate old methods or repeat demonstrations.

(2) Such a nationwide selection also avoids unnecessary duplication and conserves both human and financial resources. For example, there is no reason to use limited Title III funds to finance expensive data-processing projects in every State when such projects in a much smaller number of States will give us all the knowledge we need and make demonstrations available in every region. What is needed after a few successful demonstrations—is not still another demonstration—but rather an effective and widespread dissemination of information so that the impact can be felt in schools all across the country. Total decentralization of Title III could lead to excessive duplication of demonstrations.

(3) Many State educational agencies are simply not yet prepared to take over the administration of Title III. According to the Miller report, the administration of Title III at the State level shows considerable variation and indicates a wide diversity in the competency of State departments of education. A questionnaire survey of the personnel directing State Title III programs discloses the

following information, based on returns from 47 States, about the position of the Title III Coordinator:

1. Only 10 States have full-time Title III coordinators; 37 do not.
2. Of the 37 States with part-time coordinators, 8 give 50 percent of their time to Title III and 9 give 10 percent of it.

It is also important to reiterate Secretary Gardner's remarks that 723 project directors answering the Miller questionnaire indicated satisfaction with the administrative guidance of Title III. Furthermore, present administrative procedures appear to be working very well. There is over 95 percent agreement between State educational agencies and the Office of Education on final proposed acceptance.

Another factor indicates that many States are not yet ready to accept full responsibility for Title III. Local educational agencies reported problems in locating professonal personnel with the talent necessary for planning high quality projects. States reported a lack of innovative thinking in the projects submitted at the State level. Both groups pointed to a shortage of educational experts and well-trained administrators. The proliferation of Title III staff and program officers resulting from making it a state plan program would, it seems to me, place an even greater strain at this time on limited human and financial resources than does the present method of administration. May I suggest that while States have been indicating their official approval or disapproval of the projects submitted, all of them have not yet developed the capability for determining which projects shall be funded in a way to guarantee the levels of quality this program should demand.

(4) May I also point out that under the proposed amendments no provision is made for funding programs satisfying a uniquely national need. The educational needs of the big city are a case in point. It is a national as well as a State problem. Some of our largest metropolitan areas extend across State boundaries. They are populated and will continue to be populated by individuals who have moved to the city from all over the country and who are not solely the responsibility of the individual State. State departments of education—financially-pinched and rurally-dominated as some of the are—may have difficulty in mounting the kind of massive demonstration projects required to guide the way to the solution of this critical national problem.

(5) Under a State plan system at the present time, I believe there would be a tendency in many States to favor the needs of rural districts over those of the large metropolitan areas. In support of this assertion I would like to compare the money received by three of our major cities under Title I (where the formula allows for no discretion) with the percentage these same cities receive under Title II (a State plan). For example:

Los Angeles, under the Title I formula, receives 19.4 percent of California's funds; under Title II, the State departments of education has allocated it only 10 percent of the State total.

Chicago receives 51.1 percent of the Illinois allocation for Title I, but the Title II State plan allots it only 34.3 percent of the funds available for books and instructional materials.

New York City, with its high concentrations of low-income families, gets 59.3 percent of the New York Title I allotment, but the State educational agency allots it only 24.1 percent of the State's Title II funds.

I do not wish to imply that the needs of schools outside the cities should be ignored. I do mean to suggest, however, that we cannot afford to slight our urban areas—for it is there that the real battle for the future of American education is being waged.

(6) The Office of Education has the drawing power to attract some of the best talent in the country to help administer Title III. For example, consultants from the best colleges and universities in the country read and evaluate proposals. A National Advisory Committee composed of distinguished educators works closely with the Office in developing policy and approving proposals. Perhaps if I review quickly the procedures used for evaluating Title III projects, the dependence of the Office of Education on educational talent drawn from across the country rather than on its own staff will become apparent.

To begin with, local educational agencies draft the original Title III proposals. Each proposal is then submitted to the State Departments of Education, to readers in the Office of Education, and to outside consultants.

The States advise the Office of Education on the general quality of the proposal and give informal recommendations on which ones should be approved. Pro-

posals are consolidated on a State-by-State basis and recommendations are submitted to the Title III Advisory Committee.

It is the job of this Committee to consider previous evaluations by State, Federal, and "outside" experts and to advise the Commissioner on those projects which are of high enough calibre, keeping national and regional needs in mind, to be approved. Final approval, therefore, represents a composite judgment of Federal, and State official as well as private consultants. I question whether it would be economically advisable—or possible—for each State to duplicate this intensive evaluation.

(7) While we are vitally concerned with strengthening State departments of education—and this concern is reflected throughout the ESEA, not merely in Title V—I do not believe it would be in the best interests of either the program or State Departments to transfer full responsibility at this time. Title III requires a national perspective which the States have yet to develop—it requires more than a local focus. In a purely administrative sense, State departments of education need to gear up gradually to accept responsibility for this highly selective, innovative grant program.

Under present law, we are encouraging States to play a more active role in the administration of their Title III program, for example:

A. California drafted a developmental plan for State utilization of Title III funds. This plan established 21 regional planning centers for the purpose of providing regional direction, guidance, and consultant assistance to local educational agencies which are interested in developing Title III projects.

In addition, the centers:

serve as dissemination units on Title III projects,
assess the educational needs within a region,
determine how these needs might be met,
identify those school districts which are most likely to be successful in implementing solutions to these problems.

B. The Georgia State Department of Education has been exploring with the Office of Education the concept of supplementary centers which might:

assist local agencies within a region in developing creative programs,
evaluate the results of Title III projects within a region,
provide dissemination within the region about innovative practices in education,
provide supplementary services which do not exist in sufficient quality or quantity within a certain geographic region.

C. New York has developed and is now operating a plan for the role of the regional educational centers in the State. A statement prepared by the Center on Innovation of the State Education Department and the New York State Regional Directors established the centers as an outgrowth of Title III. These regional Centers, unlike other school agents, are not governed by the State Education Department, but rather are governed by the educational and other agencies in the region they serve.

Functions that the centers have developed in common are:

—planning and designing programs to meet regional needs and assisting local school districts in such planning,
—implementation of pilot or demonstration programs for eventual transfer to appropriate local operational agencies,
—liaison among all educational and cultural agencies to facilitate planning, implementation and communication of programs,
—coordination of the various educational and cultural resources of the region to achieve more effective utilization of these resources.

It is evident from these examples that to accept the responsibility for administering Title III is not to accept the responsibility for just "another" program. Rather, it requires building a qualified staff in every State which can in fact administer a highly selective, innovative grant program. While a number of States are well along with this task, others have not even started on it. In my view, the way to bring about State administration of Title III is by phasing into it as States are ready—not by turning it over to States which would like the funds but are not ready to use them as Congress intends.

In view of this fact, the Title III Advisory Committee appointed under Congressional requirement as a body to review the program and approve projects, went on record with a resolution urging that the administration of Title III remain on the Federal level at the present time with the States continuing to

play an active advisory role. A copy of that resolution will be supplied for the record.

(8) Another loss under the complete State plan operation of Title III would be the less likelihood of the State's funding interstate and regional projects. The present Title III operation encourages such cooperation. (Examples of such projects currently funded are found in Appendix A, Part II)

Finally, I would like to suggest that the essential thrust of Title III as originally conceived was to decentralize the point at which innovation could take place, allowing projects to be created at the local level at a time when the efforts and resources of many State departments of education were directed toward the more pressing needs of building classrooms and supplying teachers to handle burgeoning enrollments. Although it is argued that the proposed amendments increase local control, their actual effect may be just the opposite. Faced with pressures of meeting day-to-day operations, there may well be a tendency for State departments of education to allow more immediate considerations to overshadow innovation. If the money were spent in this way, it would, of course, be additional money spent in education. This is all to the good. But it would not be money directed to the future—to the vital, pressing, central need of overcoming the gap between knowledge and implementation. Yet, this is what Title III was designed to do. This is where our critical need is. And this is where much of the future of American education lies.

In brief, as the Miller Study puts it, Title III is a bet on the local school system—a bet that enough dynamism, concern, intelligence, and know-how is available—if only turned loose. The most important single thing about Title III is that it has in fact stimulated new thinking—as one educator put it, it has tended to "loosen the plaster a bit."

III

The Congress recognized staffing shortages and other problems occasioned by the rapid growth in responsibility of State departments of education, when it included Title V in the Elementary and Secondary Education Act of 1965. This title authorized grants to State education agencies for projects, programs and activities designed to "make a significant contribution to strengthening the leadership resources . . . or . . . ability to participate in meeting the educational needs of the State." These grants have been used to plan, develop, improve and expand the capability of State educational agencies to identify educational problems and needs; to evaluate educational programs; to provide support or services for collecting, analyzing and reporting State and local educational data; to disseminate information relating to the overall status of education in the State; and to develop and provide leadership, administrative, or specialist services throughout the State.

During the first year, the States applied for funds to support 1,800 new positions—1,000 of them at the professional level—for their understaffed personnel structures. These new positions have begun to alleviate the personnel needs of State educational agencies.

In addition to the general provision, 15 percent of Title V funds are earmarked for special project grants. Under Section 505, grants are made to "State educational agencies to pay part of the cost of experimental projects for developing State leadership or for the establishment of special services which . . . hold promise of making a substantial contribution to the solution of problems common to the State educational agencies of all or several States."

Fifteen special projects and 10 special area workshop conferences were funded under the FY 1966 Section 505 allocation. Virtually all the States and territories were involved in varying combination in these special projects.

The States widely endorse the Section 505 concept as providing the necessary authority for utilization of their resources on an interstate basis. Through the special projects and conferences funded to date, the willingness and desire of State education agencies to cross their territorial boundaries in pursuing solutions to pressing education problems has been unmistakably clear.

The special projects have also launched significant interstate approaches to common educational problems, including personnel administration, comprehensive planning, educational information, school district organization, teacher education, information systems, curriculum reform, teacher certification, and urban education.

Indeed, those special projects which dealt with regional cooperative activities among the States were of such high caliber that they led to the proposal for the

Comprehensive Planning program which has already been explained by Secretary Gardner.

The willingness of the States to tackle common educational problems indicated a readiness to assume the major role in comprehensive planning. The new proposal would authorize discretionary support for interstate groupings such as the Southern Regional Educational Board, the Compact of the Western States and the New England Board of Higher Education.

It could also support interstate projects similar to the following one funded under Section 505:

> A three-year project, administered by Maryland, with Florida, Michigan, South Carolina, Utah, Washington, and West Virginia participating, on Statewide teacher education programs, is designed to strengthen the role of the State agencies in teacher preparation. Joint responsibility between local educational agencies and teacher education institutions will be developed and special emphasis will be given to laboratory experiences in elementary and secondary schools as a part of teacher training.

If States are to gain strength from each other rather than to exist in isolation, we need more projects like this. They will not be developed under the House version of Title V.

In addition, the administration version of Title V would authorize $15 million—most of which would go to State educational planning agencies—to help States and local school districts strengthen, or initiate educational planning capabilities. Higher education planning could be included at the discretion of the State. A portion of the funds would be alloted at the discretion of the Commissioner to encourage metropolitan and regional planning. In the first year of Title V, States originally requested 25 percent of the funds and 27 percent of their personnel to work in the planning and evaluation areas. However, by the end of the fiscal year, the States had amended their applications to reduce the planning function to 19 percent of the funds and 20 percent of the positions.

For Fiscal Year 1967, the applications have reduced this function still further: less than 18 percent of the funds requested, and 14 percent of the positions budgeted are to be used for planning.

The State departments of education have not lost interest in planning. Far from it. Other concerns were more pressing. In order to secure funds authorized by some 15 pieces of new Federal legislation before the end of the fiscal year, they had to mount new programs immediately. There were other pressures as well. Local education agencies had urgent needs for the improvement of instruction. The State agency had to improve its general administrative capacity. Capacity to deal with the masses of educational data emanating from all sources had to be developed.

The growing responsibilities thrust on them by the growing Federal programs of aid to education require all their existing resources, and more. They cannot afford to plan. Yet, they cannot afford not to.

The House-passed bill would eliminate both this new proposal and Section 505 of ESEA, thereby, crippling the big cities, rural areas, and the several States in their cooperative ability to meet their aggregate educational needs.

Yet only, as the low salary schedules, limited staffing patterns and other shortages prevailing in some States are overcome by programs such as those of Title V, will it be possible for all the States to play the role they might in the administration of programs like Title III.

I would like to call the Committee's attention to a problem which has arisen because of the difficulties in coordinating authorizing legislation with the appropriation process. In S. 1125 we have asked for a change in the distribution pattern which would call for 40 percent of the funds to be distributed on an equal basis among the States and 60 percent to be distributed on a proportional basis. In order for the States to utilize their Title V funds effectively, we have had to make allocations under the continuing resolution on the same distribution basis as last year. If the proposed change were to become effective during the present fiscal year, we would be compelled to make substantial changes in the allocation pattern, taking away from some States and giving more to others.

We are currently considering the best way to solve this particular problem and will be submitting any necessary proposals along this line to your Committee in the near future.

I have reviewed the objectives of the ESEA in general and Title III in particular. I have tried to demonstrate that while compensatory education is and must be pursued vigorously, the future hope of our educational system lies in finding new and better ways of accomplishing old and continuing tasks. If this

job is properly done, we will never again need a massive compensatory education program. I have also tried to point out the special and unique need for a continued Federal role joining with the States and localities in the administration of Title III. This need stems both from the nature of Title III itself and from the realities of the situation in many State departments of education today.

IV

I would now like to turn to our proposal for *Exemplary and Innovative Programs in Vocational Education.* Let me outline for you a series of problems and issues this new legislation is designed to meet.

Every year more than 2 million young men and women terminate their formal education with a 12th grade education or less. Approximately half of them drop out before completing high school. Of that 2 million young people, less than one-fourth—about 400,000—have some marketable vocational training; the remaining three-quarters leave school with no preparation for a labor market which demands technical skills.

New technology, greater mobility of our population, and increased urbanizazion have resulted in a demand for manpower which can be supplied only if the Nation's schools can constantly improve their educational programs. At the same time, continued technological and economic growth are possible only if our schools prepare young people to meet the demands made of them.

Our schools have been hard pressed to adapt to these changes in the nature of work. Muscle power has given way to brain power. Training in a single highly skilled craft or for a career in a single vocation is giving way to training for a cluster of skills which will permit individuals to adapt quickly to changes in the labor market.

General education and vocational education are essential to both those who are college bound and those who plan to end formal education with graduation from high school or junior college. Academically oriented students are directed to those college preparatory courses which will enhance their performance on the college entrance exams. They have little opportunity to acquire a knowledge of the functions of the business and industrial community. At the same time, students interested in a vocational curriculum must be provided with more opportunity to develop competence in the basic learning skills which they must have if they are to cope adequately with present-day society. They must have an opportunity to take more general education courses that will assist them in advancing in their career objectives.

Those who plan to go on to college are not at all prepared to cope with the question, "What happens if I drop out?" On the other hand, those enrolled in some vocational programs may find themselves being trained for a narrow range of job skills and cut off from chances for continuing education. Even if such a student should qualify for his first job, he is still faced with the frequent demand to adapt to a changing labor market. That large segment of our school population which is not enrolled in either vocational preparatory programs or academically oriented programs receives very little in the way of occupational preparation.

Education has become the sole means by which individuals can develop potential for participation in an extremely technical world of work. That potential must me developed in high school students. If high school students do not develop the potential for the acquisition of a variety of technical skills, those same students must be retained in less efficient programs as adults when there is no longer a market for their skills.

The secondary school system of the United States must be strengthened to enable it to be more responsive to the needs, interests, abilities, and problems of all students and to the current and long-term demands for trained manpower.

This is especially true in the case of disadvantaged students and those students who do not plan to go to college. For disadvantaged students, it may be their last opportunity for formal education. Unless they are stimulated to continue on to college or unless they receive training for employment, it may result in a life of underemployment. For any student who does not plan to go to college, high school may be the last opportunity to prepare for, or to receive training for, a job.

The importance of education at the high school level and its relation to meeting the Nation's manpower needs can be seen by a study of 10 theoretically typical students. Of 10 who were enrolled in grade 5 in the school year 1957–58, 9 entered grade 9 in 1961–62. Eight entered grade 11 in 1963–64, and 7 actually graduated from high school in June of 1965. In the fall of 1965, 4 entered college,

and only 2 will receive their bachelor's degree in 1969. Thus, 8 out of 10 typical students will be seeking employment with less than a 4-year college degree.

Failure to meet the needs of students in high school results in diminished employment opportunities. Out-of-school youth in the high school age group have an unemployment rate of nearly three times that of the public at large. The unemployment rate among those who fail to finish high school is 50 percent greater than among those who complete high school—in spite of an expanding economy. The problem is particularly acute among students from racial minority groups.

If our schools are to meet this challenge, new efforts must be made to reach a larger number of high school students regardless of whether they are enrolled in a vocational curriculum. Students in junior high school must be given an opportunity to explore the broad range of vocations and professions before they make decisions which decide the whole course of their life. The barrier between the classroom and the outside world must be broken down. Educators must provide leadership in determining the necessary knowledge and skills which will qualify today's students for their life roles as employed adults and citizens.

The legislation we are proposing would go far in assisting local schools across the Nation in adapting their present education programs to meet the problems I have been describing.

This proposal will make the necessary funds up to one hundred percent available to local schools, State boards, and public and private institutions to assist them in initiating new and innovative occupation-related education demonstration programs in every State and territory specifically designed to educate young people who will reach the peak earning periods of their lives with the beginning of the 21st century. It is with occupational education, education-related work, guidance and counseling, and new curricula that we can prepare them to meet the challenges of a constantly changing labor market in a complex society.

The Vocational Education Act of 1963 would be amended to establish a 5-year program of grants to State vocational boards, local education agencies, and public and private agencies, organizations, and institutions to support the planning, development, and operation of innovative occupational education programs which may serve as models for vocational education programs.

During Fiscal Year 1968, $30 million would be authorized. After an initial apportionment of $150,000 to each State, the remainder of the funds appropriated would be apportioned among the States according to relative population aged 15 to 19.

The new program, administered in conjunction with the other vocational education and manpower programs, would make funds available at the local level for demonstrating such activities as broadening vocational programs, developing comprehensive exploratory programs for all students, and developing and operating cooperative education programs which will make education-related work available to all high school students. I would like to point out at this time that we did submit to your Committee on April 27, several modifications of the original proposal worked out with the Department of Labor and the Bureau of the Budget. Most of the modifications were technical in nature but we have placed additional emphasis upon the fullest practicable cooperation with the public employment services.

The bill provides four specific examples of the types of projects which would be funded under the amendment.

Exploratory occupational education programs

These programs would be designed to familiarize all students with the broad range of occupations available to them and to the requirements for careers in the various professions and vocations.

Among the projects there might be those in which the school, the parents, and the community would cooperate in efforts to bring the full resources of the community to bear on the needs of all students during the critical period when about one-third of our school dropouts occur.

Work-experience programs

Work-experience programs would provide part-time employment related to the student's educational program or occupational objective to assist in his development and help create a meeting ground between school and employment.

Programs would include cooperative work programs, education experiences through work, regular part-time employment, financial assistance to needy students when other work-study programs are not available, and work of social value to the community.

All programs would be a recognized part of the student's educational program with credit, grades, and all experiences recorded as a part of the student's cumulative record.

Occupational guidance and counseling

Continous vocational counseling and guidance would be provided to assure that all students' interests, capabilities, and competencies are developed in relation to their career objectives. In concert with the U.S. Employment Service, all students would be assisted in entry job placement when ready to move from school to the world of work. Schools would be helped to maintain appropriate followup records of all students. Students interested in continuing their education would be assisted in gaining entrance to institutions of higher education and in obtaining financial aid.

Improvement of vocational education curricula

Programs would be started to introduce broad-scale innovative curricular changes to provide realistic occupational training meeting the needs of all youth at all skill levels. The rapidly changing job market requires a constant adaptation of vocational curriculum and continuous communication between schools and employers for its supply of manpower. The development of new curricula depends on feedback from employers.

Researchers in vocational education are developing new curricula which recognize the changes which have taken place in our economy. Evidence indicates an immediate need in all States to demonstrate techniques to:

revise instructional programs for slow learners to improve job placement opportunities;

develop short intensive courses for students about to leave school to assist them in becoming employable;

establish courses which will provide a broader base of information on which they can make choices for education and training;

to introduce new courses in occupational fields not now served; and

to establish ways to utilize teacher aides and other community manpower in providing occupational training.

The time has come for a decision which may well decide the future of millions of American young people. Are our schools going to provide them with a well-rounded education designed to give each person the training and the options necessary to assure that he or she can continue to have maximum flexibility in choices and a wide range of opportunities during the rest of his or her life? Or, are young people to be graduated from high school with little or no preparation for employment and then be required to undergo a complete new retraining program with each change in the labor market demand? Essentially, our education system faces a choice between either educating students to make wise decisions for themselves or sending students into a world of work in which the decision-making process is turned over to the labor market. I, for one, believe that the continued strength and vitality of our society and economy depend directly upon a citizenry which has the education and training to master the world of work rather than being its servant.

Through the development and implementation of new and exploratory demonstration programs in every State and territory under this legislation, it is reasonable to expect:

That secondary students will have a better appreciation of the world of work and their opportunities for employment and purposeful contributions to society.

That with up to 100 percent funding for demonstration projects in every State and territory, versus 50 percent funding under the Vocational Education Act of 1963, new programs will be developed that will serve as models in designing programs to hold the student in school and graduate them adequately prepared for a rewarding career.

A closer working relationship between employment security service and school systems at both the State and local levels through the cooperative placement and follow-up service for all students.

A focus for all students on the educational benefits derived from work experience. The program would be a recognized part of the total school program with recognition through grading and credit for community service work, work experience, cooperative education, and on-the-job training.

Enlarged educational opportunities for disadvantaged youth regardless of curriculum pursued.

That the holding power of the schools would be increased at all levels, with more opportunity for increased academic and vocational experience, thus decreasing the dropout rates.

The national focus on these preventative programs will assist school systems to more realistically develop programs that would enable every youth to achieve his optimum development and help in the articulation between school and employment.

V

Finally, I would like to comment, briefly, on the proposed amendment to Section 14 of P.L. 815. This Administration amendment was originally recommended to Senator Hill, Chairman of the Senate Committee on Labor and Public Welfare, by Assistant Secretary Ralph K. Huitt of the Department of Health, Education, and Welfare in a letter dated April 26, 1967. The recommendation reached the Congress too late to be included in the Elementary and Secondary Education Act amendments which have been passed by the house. However, a representative of the Office of Education did present testimony on those recommendations to the full House Committee on Education and Labor.

In addition, the Senate Committee on Appropriations indicated interest in the amendment in Senate Report no. 1154, dated May, 1966, on the 1967 Interior Department appropriations.

As a result, BIA officials and OE officials held several meetings to discuss unmet needs for school facilities in districts educating Indian children.

On January 27, 1967, the Secretary of the Interior submitted a report on the meetings, which contained the following:

> In these conferences it was felt that emphasis on present-day educational programs for Indian children requires additional facilities heretofore not felt to be vital but which are now considered necessary in providing sound educational programs.
>
> These conferences are continuing with a view towards proposed liberalization of presently controlling legislative acts.

On March 6, 1967, the BIA reported favorably on the amendment to the Bureau of the Budget. I have attached a detailed explanation of the amendment and excerpts from the previously cited reports to my statements as Appendix B.

I appreciate the opportunity to appear before you this morning. At this time I will be happy with the assistance of my associates to try to answer any questions you may have. Thank you.

APPENDIX A

ESEA—TITLE III

I. EXAMPLES OF MULTIPLE-SCHOOL-DISTRICT PROJECTS WITHIN A STATE

a. Project No. 2356, *Northern Arizona Supplementary Educational Center*, located at Flagstaff, Arizona, has established a Center to offer services to five northern counties which have large numbers of small isolated schools. The following activities will be sponsored by the Center: Curriculum and audio-visual consultation; speech correction consultation; consultation and assistance in preparing materials for *bilingual and non-English-speaking students;* psychological services; health services; inservice training for teachers; services of school and community social worker; and remedial education consultation and resources. A permanent resource and service center is to be planned with teams of traveling consultants visiting the school and communities. Estimated number of persons to be served: 4,000 students.

b. Project No. 4286, *Computer Instruction Network*, located in Salem, Oregon, instructs every high school student in six districts in the use of representative types of computer equipment. The program provides instruction, understanding, and training in basic computer concepts, effects of automation on society, and problem solving. Inservice training is given for the study of the functioning of the computer.

c. Project No. 3290, *A summer camp center for the arts* located in Montgomery County, Maryland, will be established to provide intensive, interrelated art studies to qualified students throughout the State. Students will participate in two areas of the arts—music, dance, drama, painting, sculpture, and graphics—through an intensive program planned to demonstrate advanced techniques and to develop professional abilities for continuing in a vigorous art activity during the regular school year. The program is oriented to building leadership in the arts for the 24 districts of the State.

d. Project No. 3441, Southeast Region Special Education Service Center: A Multi-District Project of Innovative Programs for Handicapped Children, located at Downey, California, is a center to provide special education and other services to the handicapped children of 13 school districts. It contains a special materials section and provides inservice training programs, social and phychological counseling, and tele-class teaching for those children unable to attend classes.

II. EXAMPLES OF INTERSTATE OR REGIONAL PROJECTS

a. Project No. 407,598,4071: *The idea for a Supplementary Educational Center in the Social Sciences and Humanities for the Metropolitan New York Area* was first discussed at a conference jointly sponsored in May, 1965, by the Metropolitan School Study Council and the Office of Foreign Area Studies of the New York State Department of Education. The Council represents 60 local educational agencies in Connecticut, New Jersey, and New York. Private schools and all public school districts in New York City, the counties of Nassau, Rockland, Suffolk, and Westchester in New York, Newark and the counties of Bergen, Hudson, and Union in New Jersey, and Fairfield County, Connecticut, are eligible to participate in the Center. One public school district in each State is to receive the Federal funds for all schools in that State. The long-range program of the center will include curriculum development, inservice education, preparation of materials, demonstrations, evaluation, and supplementary instructional services. The study of other than Western societies and civilizations will be emphasized. Teachers will be given opportunities to gather materials and resources in foreign countries. The study of unusual languages such as Chinese and Portuguese will be undertaken. The performing arts of non-European countries will be presented. More than 750,000 children from the tri-State area are expected to participate.

b. Project No. 3808, *Art Start*, located at Hood River, Oregon, serves communities in Washington and Oregon. Art instruction, enrichment, exhibits, and appreciation will be provided for elementary and high school students in 27 school districts in a two-State area, with intensive art courses at the college level for especially gifted high school students. The program will also include inservice training in art techniques, methodology, instructional theory and material, retreats and out-door camps fostering appreciation of the natural environments, and single concept art technique films.

III. EXAMPLES OF PROJECTS THAT MEET NATIONAL NEEDS

a. Bilingual education

Project No. 3889, *Curriculum Improvement Proposal: Bilingual Education in English and Spanish, Grades 7, 8, and 9* which will develop a curriculum that meets the needs of bilinguals has been funded with a planning grant and with an operational grant in Calexico, California. The program has been designed for the grades 7–9 and should provide a model for other geographic areas where large numbers of non-English-speaking citizens live.

b. American Indian education

Project No. 3805, *The Acculturation and Education of Rural Quad-Ethnic Groups for Maximum Choices in the Larger Society*, which will develop a structured, innovative curriculum for Spanish-speaking and English-speaking Ute and Navajo Indian pupils. The curriculum will be designed to allow teacher and student to research and resolve together cross-cultural, cross-linguistic, and cross-conceptual problems. The aim will be to provide fuller lifelong participation by these pupils in the mainstream of modern society. The project is located in Montezuma, Cortez, Colorado.

c. Rural education

Project No. 442, *A Cooperative Program for the Cultural Enrichment of Students in Isolated Rural Communities in Kansas;* in a 7-county area, supplementary services in music, art, and drama will be offered to students in small schools is isolated rural areas. The program will include lectures, demonstration, and productions by the music faculty of Kansas State Teachers College and visiting artists; a mobile art unit and related art services including lectures by a noted artist; a mobile music unit for supervised listening, and the employment of a composer who would visit schools and create music to be performed by the students; demonstrations and discusions of the dramatic arts (acting,

directing, painting), and drama performances. Estimated number of persons to be served: 8,500 students, K–12; 16,000 adult education students. The project is located in Madison, Kansas.

Project No. 4031, *An Ancillary Service Center to Serve Northeastern Connecticut*, will establish a center for the diagnosis and remediation of learning difficulties for students in 22 small urban and rural communities. The professional staff will conduct inservice workshops and orientation programs for teachers and parents. The project is located in Coventry, Connecticut.

d. Urban education

Project No. 2782, *A study of the Types of Schools Needed in the Last Quarter of the 20th Century*, will determine the objectives of the schools of the future and the feasibility of utilizing the educational park concept to meet these objectives. School principals administrative staffs, and teachers will participate in the study on a committee and consultant basis. Areas to be considered will include: Involvement, participation, and acceptance by the community and the staff of the school system; coordination of programs with area colleges and universities; cooperation with specialized institutions; traffic patterns and transportation; and involvement of all community segments in planning programs. The project is located in Albuquerque, New Mexico.

Project No. 3061, *Wayne County Intermediate School District Shared Learning Experience Program*, will establish a program to provide new educational experiences for pupils and teachers in several school districts, using pupil-teacher teams from primarily different racial backgrounds. New curriculum content will be designed, a multi-racial, multi-cultural learning environment will be provided, and methods of assessing attitudes and attitudinal changes as related to perception and acceptance of differences in others will be developed. The project is located in Wayne County, Michigan.

Appendix B

Statement Regarding Proposed Amendment to Section 14 of Public Law 815 Relating Primarily to School Districts, Education of Indian Children

When Public Law 815 was originally enacted it included as federally-connected those children living on or whose parents were employed on Indian reservations. However, the requirements for eligibility in Public Law 815—a substantial increase in membership in a 2-year period—was characteristic of areas having military installations but not of the problems confronting districts with Indian reservations. As a result very few Indian districts were eligible for assistance the first two years the law was in effect. Congress met this situation by adding Section 14 which was designed specifically to meet this problem. The Section has worked well. Under it approximately $58 million has been allocated to school districts to construct school facilities for about 50,000 Indian children in 22 States. However, some additional needs have developed which this section does not meet. As a result there are a number of requests made to Congress each year for special appropriations to construct school facilities for children in specific districts having Indian reservation lands.

The amendment proposed by the Administration recommends two changes in Section 134 to meet this relatively small number of critical school housing problems. The first change amends subsection 14(a) to meet the applicable school housing problems in those school districts having large Indian Reservations, a substantial impairment of its ability to finance education because of Federal ownership of property, and substantial members of "unhoused" children. It eliminates the present reference in the subsection to "Federal property" and substitutes in its place "Indian lands." The present eligibility requirement in this section is that the number of children who live on Indian lands represent a substantial percentage of the total number of children for whom the agency provides free public education. The amendment would add as an alternative eligibility requirement that "*Indian lands constitute a substantial part of the school district of the local educational agency.*" It would continue the present financial burden and effort requirement but would relate this requirement to a "*substantial percentage of the children in membership of its schools*" rather than to "the total number of children in the school district." If a district meets requirements for eligibility and the test of financial need, the Commissioner could provide the financial assistance necessary for school children in the district for whom no school facilities were avalable after taking into account the amount that

could reasonably be made available for this purpose from State and local sources.

The second change proposed by the amendment would add a subsection (b) to Section 14 directed only to school facilities for children living on Indian Reservation lands. This change would continue the present "substantial percentage" requirement for eligibility and would also add to the alternative eligibility requirement added to subsection (a). It would eliminate for the purposes of providing facilities for children living on Indian lands the "burden" and "effort" requirements and would authorize the Commissioner to provide the amount he determined to be in the public interest to build necessary school facilities for children living on Indian lands once the eligibility requirements have been met. This provision is essentially the same concept now embodied in subsections 5(a)(1) and 5(a)(2) of providing the amount authorized by the formula to school districts that meet the eligibility requirements without imposing on them a test of financial need, burden and effort.

The wording of the amendment restricts its provision to districts in isolated areas with very meager financial resources which have among their school population substantial numbers of Indian children who are among the most educationally disadvantaged children in the Nation. There are not a large number of districts covered by this amendment but their needs are urgent and critical. It is estimated that this amendment would increase the costs of this section from the present requirements of $3 million a year to an average of $5 million a year for perhaps five years with an additional million dollars each of the first two years.

It also is proposed that the Committee through its Report establish a more up-to-date concept of "minimum" school facilities than was included when the law was originally enacted in 1950 and which we have followed since that time. Educational needs and programs have changed materially since 1950 and, insofar as possible, the type of the facilities to be constructed should meet current educational needs. This can be done by legislative history as it was when the Act was originally passed. This legislative history would apply to the entire Public Law 815 program, but is particularly significant for Section 14. Such a statement was included in the House Report No. 188 which accompanied H.R. 7819.

This amendment was recommended by the administration in a letter dated April 26, 1967, to Senator Lister Hill, Chairman of the Senate Committee on Labor and Public Welfare, By Ralph K. Huitt, Assistant Secretary for Legislation. That recommendation reached the Congress too late to be included in the Elementary and Secondary Education Act amendments which have been passed by the House. However, a representative of this Office did present testimony on those amendments to the full House Committee on Education and Labor.

Excerpts from Senate Report No. 1154, dated May 1966, on the 1967 Interior Department appropriations

The committee urges the Department of the Interior to study the desirability of Federal financial assistance to public school districts for construction of public school facilities to serve Indian children; and if such assistance is determined to be desirable, to propose legislation to the Congress to authorize the assistance. A report on this maatter will be made to the commiittee by January 15, 1967.

The committee feels that some thought should be given at this time to those children who are not now served by existing school facilities, particularly in Alaska. Regional high schools and boarding facilities or their equivalent would at least be a parital answer to the problem of keeping children in school and upgrading their general education and their economic efficiency.

Excerpts from the letter, dated January 27, 1967, from the Secretary of the Interior to the chairman of the Senate Appropriations Committee

In compliance with Senate Report No. 1154, dated May 10, 1966, on the 1967 Interior Department appropriation bill, we wish to make the following report:

We have carefully studied construction proposals which have been requested by several public schools enrolling Indian children, and find that there is a dire need for additional classroom space to meet more adequately present and growing Indian enrollments, and also to provide facilities to accommodate special educational programs so necessary in improving Indian education.

Inasmuch as funding for construction assistance to public schools enrolling Indian children already is a function of the Department of Health, Education, and Welfare under Public Law 81–815, we do not believe that the Depart-

ment of the Interior, through its Bureau of Indian Affairs, is the best resource in meeting this growing need. With this in mind, the Bureau of Indian Affairs and the U.S. Office of Education officials have had a series of conferences to discuss needs and the most feasible procedures to meet these needs.

STATEMENT HIGHLIGHTS

Mr. HOWE. The testimony directs itself to five major points. A review of titles I and II, a presentation of our views about title III of the Elementary and Secondary Education Act, and our views on title V, with particular regard to the House action on those matters. Fourth, it discusses the administration's new proposals for improving vocational education and then makes brief comment on a proposed amendment for the benefit of the American Indians.

TITLE III, ESEA COMMENT

What I would like to do is to go directly to that portion of my testimony which directs itself to title III of the Elementary and Secondary Education Act. The central purpose of title III is more relevant today than it was in 1965 when it was first passed. After 2 years of experience in administering title III, school districts, States, and the Office of Education are just beginning to produce results. The educational community is beginning to realize what kinds of projects are valuable and what kinds are not. Together with State departments of education and local school systems, we are beginning to work out procedures and organizational structures for administering a program to bring purposeful change and experimentation to the schools on a regular basis.

To alter suddenly the patterns of cooperation which have developed—to switch in midstream as required by the amendment in H.R. 7819, the House-passed bill—would be to risk the loss of our experience in establishing a new set of relationships which is already moving to achieve growing State responsibility for the program and, at the same time, risk losing the educational momentum gained under the present program.

What title III is not should be made absolutely clear. It is not an attempt to undercut the general responsibility of the State educational agency for the State's schools. It is not an attempt to set up a system of federally run schools. It is not an attempt by the Federal Government to take over the responsibility for American education. As I have said many times before, this responsibility must remain on the State and local level. We have neither the inclination nor the resources to do such a job.

MILLER REPORT

The new Federal-State relationships required by title III have occasioned some adjustment; they have also resulted in success and promise. In an independent study of title III directed by Prof. Richard Miller, of the University of Kentucky, and completed before the present proposal for change in title III was discussed in the House of Representatives, nearly all of the 20 scholars engaged in the study were laudatory about the accomplishments of title III during its first

year. And they predicted even more significant accomplishments in the future.

I include in my testimony some quotations from that report.

ACCOMPLISHMENTS OF TITLE III

There is reason to take pride in the accomplishments of the title III. To date, over 2,000 projects including more than 300 new planning projects have been approved obligating $209 million. Roughly 6,000 or over 25 percent of the Nation's school districts are being served by ESEA title III projects. It is estimated that nearly 15 million persons are being touched by the program. I attach an appendix listing exemplary title III projects to this testimony.

Senator MORSE. It will be understood, may I say to the official reporter, that all appendixes offered by any of the witnesses are automatically to be inserted in the record.

Mr. HOWE. Further, in the short space of 2 years, the program has brought together nearly 200 of the most capable people in American education to review proposals and to help with the selection process. As these consultants from all across the country have interacted with Federal, State, and local educators, they have helped raise the level of conversation about what our schools might be. In addition to encouraging new ideas for improvement of these schools, the effect of multistate comparisons has been to improve the quality of the projects proposed and selected.

In these last few minutes I have discussed in general why I believe title III is a vital part of ESEA. I have spoken with a special sense of urgency because I firmly believe that there is a unique and special role to be played by the Federal Government joined with the States in the administration of title III—a role which would not be fulfilled adequately if the entire administration of the program were to be turned over to the States at this time.

MAINTENANCE OF PRESENT ADMINISTRATION PATTERN

I would now like to discuss a number of reasons why I believe the objectives of title III can best be served by maintaining the present Federal-State relationships in the administration of the program.

MAXIMUM UTILIZATION OF FUNDS

(1) What I am arguing for is the maximum utilization of the funds available for innovation and demonstration. Spreading new practices is no less important in education than in a host of other fields. There is a need in this country to put what we know about educational methods and technology to use—to close the gap between research and practice.

Given the funds available for title III and given the limited number of demonstrations it can support, a nationwide selection of projects based on independent judgment which seeks a common standard of excellence to meet the needs of the schools will do more to raise the quality of education than any other way of administering the program.

As presently administered, the title III project selection process has

allowed freedom from traditional pressures which might favor particular projects or even push for a per capita allocation of funds. Indeed, some State departments of education have told use that political pressures within the State forced State approval of projects which they did not consider really up to par. The States have requested informally in such instances that the U.S. Office of Education deny funds for these projects, most of which duplicate old methods or repeat demonstrations.

AVOIDANCE OF DUPLICATION OF PROGRAMS

(2) Such a nationwide selection also avoids unnecessary duplication and conserves both human and financial resources. For example, there is no reason to use limited title III funds to finance extensive data-processing projects in every State when such projects in a much smaller number of States will give us all the knowledge we need and make demonstrations available in every region. What is needed after a few successful demonstrations—is not still another demonstration—but rather an effective and widespread dissemination of information so that the impact can be felt in schools all across the country. Total decentralization of title III could lead to excessive duplication of demonstrations.

ADEQUACY OF STATE READINESS

(3) Many State educational agencies are simply not yet prepared to take over the administration of title III. According to the Miller report, the administration of title III at the State level shows considerable variation and indicates a wide diversity in the competency of State departments of education. A questionnaire survey of the personnel directing State title III programs discloses the following information, based on returns from 47 States, about the position of the title III coordinator:

1. Only 10 States have full-time title III coordinators; 37 do not.
2. Of the 37 States with part-time coordination, eight give 50 percent of their time to title III and nine give 10 percent of it.

FIELD SUPPORT OF PRESENT PROGRAM

It is also important to reiterate Secretary Gardner's remarks that 723 project directors answering the Miller questionnaire indicated satisfaction with the administrative guidance of title III. Furthermore, present administrative procedures appear to be working very well. There is over 95 percent agreement between State educational agencies and the Office of Education on final proposal acceptance.

Another factor indicates that many States are not yet ready to accept full responsibility for title III. Local educational agencies reported problems in locating professional personnel with the talent necessary for planning high quality projects. States reported a lack of innovative thinking in the projects submitted at the State level. Both groups pointed to a shortage of educational experts and well-trained administrators. The proliferation of title III staff and program officers resulting from making it a State plan program would, it seems to me, place an even greater strain at this time on limited human and financial resources than does the present method of ad-

ministration. May I suggest that while States have been indicating their official approval or disapproval of the projects submitted, all of them have not yet developed the capability for determining which projects shall be funded in a way to guarantee the levels of quality this program should demand.

NATIONAL PROGRAMS

(4) May I also point out that under the proposed amendments no provision is made for funding programs satisfying a uniquely national need. The educational needs of the big city are a case in point. It is a national as well as a State problem. Some of our largest metropolitan areas extend across State boundaries. They are populated and will continue to be populated by individuals who have moved to the city from all over the country and who are not solely the responsibility of the individual State. State departments of education, financially pinched and rurally dominated as some of them are—may have difficulty in mounting the kind of massive demonstration projects required to guide the way to the solution of this critical national problem.

(5) Under a State plan system at the present time, I believe there would be a tendency in many States to favor the needs of rural districts over those of the large metropolitan areas. In support of this assertion I would like to compare the money received by three of our major cities under title I—where the formula allows for no discretion—with the percentage these same cities receive under title II, a State plan.

And I give you these comparisons which I will not read, but they point out by and large the title II funds have not gone to the cities to the same extent as the title I formula allows funds to go there in percentage amounts. I do not wish to imply that the needs of schools outside the cities should be ignored. I do mean to suggest, however, that we cannot afford to slight our urban areas—for it is there that the real battle for the future of American education is being waged.

(6) The Office of Education has the drawing power to attract some of the best talent in the country to help administer title III. For example, consultants from the best colleges and universities in the country read and evaluate proposals. A National Advisory Committee, composed of distinguished educators, works closely with the Office in developing policy and approving proposals. Perhaps if I review quickly the procedures used for evaluating title III projects, the dependence of the Office of Education on educational talent drawn from across the country rather than on its own staff will become apparent.

To begin with, local educational agencies draft the original title III proposals. Each proposal is then submitted to the State departments of education, to readers in the Office of Education, and to outside consultants.

The States advise the Office of Education on the general quality of the proposal and give informal recommendations on which ones should be approved. Proposals are consolidated on a State-by-State basis and recommendations are submitted to the Title III Advisory Committee.

It is the job of this committee to consider previous evaluations by State, Federal, and "outside" experts and to advise the Commissioner

on those projects which are of high enough caliber, keeping national and regional needs in mind, to be approved. Final approval, therefore, represents a composite judgment of Federal and State official as well as private consultants. I question whether it would be economically advisable—or possible—for each State to fully duplicate this intensive evaluation.

(7) While we are vitally concerned with strengthening State departments of education—and this concern is reflected throughout the ESEA, not merely in title V—I do not believe it would be in the best interests of either the program or State departments to transfer full responsibility for title III at this time. Title III requires a national perspective which the States have yet to develop—it requires more than a local focus. In a purely administrative sense, State departments of education need to gear up gradually to accept responsibility for this highly selective, innovative grant program.

Under present law, we are encouraging States to play a more active role in the administration of their title II program, and I cite a number of examples of this in three different States. It is evident from these examples that to accept the responsibility for administering title III is not to accept the responsibility for just "another" program. Rather, it requires building a qualified staff in every State which can in fact administer a highly selection, innovative grant program. While a number of States are well along with this task, others have not even started on it. In my view, the way to bring about State administration of title II is by phasing into it as States are ready—not by turning it over to States which would like the funds but are not ready to use them as Congress intends.

In view of this fact, the Title II Advisory Committee appointed under congressional requirement as a body to review the program and approve projects, went on record with a resolution urging that the administration of title III remain on the Federal level at the present time with the States continuing to play an active advisory role. A copy of that resolution has been supplied for the record.

(8) Another loss under the complete State plan operation of title II would be the less likelihood of the State's funding interstate and regional projects. The present title II operation encourages such cooperation. Examples of such projects currently funded are found in appendix A, part II.

Finally, I would like to suggest that the essential thrust of title III as originally conceived, was to decentralize the point at which innovation could take place, allowing projects to be created at the local level at a time when the efforts and resources of many State departments of education were directed toward the more pressing needs of building classrooms and supplying teachers to handle burgeoning enrollments. Although it is argued that the proposed amendments increase local control, their actual effect may be just the opposite. Faced with pressure of meeting day-to-day operations, there may well be a tendency for State departments of education to allow more immediate considerations to overshadow innovation. If the money were spent in this way, it would, of course, be additional money spent in education. This is all to the good. But it would not be money directed to the future—to the vital pressing, central need of overcoming the gap between knowledge and implementation. Yet, this is what title III

was designed to do. This is where our critical need is. And this is where much of the future of American education lies.

In brief, as the Miller study puts it, title III is a bet on the local school system—a bet that enough dynamism, concern, intelligence, and knowhow is available—if only turned loose. The most important single thing about title III is that it has in fact stimulated new thinking—as one educator put it, it has tended to "loosen the plaster a bit."

Senator MORSE. Mr. Commissioner, I am going to interrupt with instruction to the official reporter that these comments of mine appear at the end of your testimony this morning, but I think they ought to be made now because of the references that you made to Dr. Miller's research study.

I want on behalf of the subcommittee to express my thanks to you for your cooperation through the Department in making this study possible. Needless to say, I want to once again publicly express to Dr. Miller, and those that worked with him on the study, the thanks of this subcommittee.

As you know, this Miller study has been published as a special document by this subcommittee. I make clear in the foreword to it—in fact, I am going to read that paragraph so that you will know, the public will know, the status of this report, as far as its officialdom is concerned. I have stated in the foreword:

> I wish to emphasize that the opinions, conclusions, and recommendations of the group are those of independent educators and do not necessarily reflect either the views of the Office of Education or of the Education Subcommittee of the Senate Committee on Labor and Public Welfare.
>
> This is as it should be. The report will stand or fall upon its merits. I do wish, however, to express my appreciation to the Commissioner of Education for providing the Subcommittee with these materials which can be most helpful to it in the conduct of the legislative oversight responsibilities of the Subcommittee in this area.
>
> I further wish to express to Dr. Miller and his associates my personal thanks for their assistance to the Subcommittee in and the detailed and laborious job of bringing the report to publication.

We will not make this report a part of the transcript of the record of our hearings but it will be considered an appendix to the hearings for reference in the work of the subcommittee in marking up the bill.

I now call the attention of the majority and minority staff to this bit of advice that the chairman of the subcommittee gives to them.

I expect them in the preparation of their materials for the subcommittee to draw heavily on this volume for the pro-and-con discussions that may develop within the subcommittee and within the Congress over title III, for, it seems to me, here we have a reservoir of very rich information for this subcommittee to use in connection with the operation of title III to date and concerning its prospective value to education in the country. There is a wealth of material in it and I hope that the members of the staff will make great use of it, but I thought this record this morning, in view of your testimony relative thereto, ought to contain the comments that the chairman has just made and print them at the end of the testimony of the Commissioner.

Mr. HOWE. Thank you, Senator.

Senator MORSE. Senator Kennedy has some questions. I am going to have him ask them at this time.

Senator KENNEDY of New York. I appreciate the courtesy of the chairman. As he knows, we are involved in some other hearings but

I had just a few questions I wanted to ask before you left and I did not want to inconvenience you.

Senator Yarborough and I and Senator Javits were up in New York on Friday and we had a hearing in one of the schools there, Public School 155, and I suppose again and again we came back to Senator Yarborough's bill about whether there should be some legislation to help bilingual language for those of Mexican and Puerto Rican and Spanish extraction here in the United States. And, again and again, as witnesses testified in favor of the legislation, the theme that ran through the whole hearing was the great criticism of the educational system, and when anybody spoke about the educational system, what a difficult time a Puerto Rican had under the educational system, we received a great response from the audience. We found that the same thing was true as we made our studies and held our hearings on the poverty bill, that, together with the welfare system, I think the educational system among the deprived and the poor is probably one of the most unhappy and criticized parts of our society.

EVALUATION PROVISION OF TITLE I

We placed in the legislation that came before the Senate, and it was accepted in an amendment, it was accepted in the Senate and accepted in the House, a provision requiring an evaluation of title I and evaluation of the money that was being used in our educational bill to determine whether it was actually performing a service and whether the educational systems within our various communities were improving because of the increased financial assistance. I wonder—that was in section 205, paragraph 6:

> Effective procedures, including provision for appropriate objective measurements of educational achievement will be adopted for evaluating at least annually the effectiveness of the programs in meeting the special educational needs of educationally deprived children,

and 7:

> that the local educational agency will make an annual report and such other reports to the State educational agency . . . to enable the State educational agency to perform its duties under this Title including information relating to the educational achievements of students participating in programs carried out under this title,

and paragraph 9:

> that effective procedures will be adopted for acquiring and disseminating to teachers and administrators significant information derived from educational research, demonstration, and similar projects, and for adopting where appropriate, promising educational practices developed through such projects.

I wonder if you would make a comment on that and as to whether we are, in fact, doing more than just putting money in the hands of the authorities and whether we are just continuing practices that have been in existence for decades and which have not, in my judgment, achieved the education of the deprived child. There is greater and greater bitterness because of that fact in our ghettos and in our poor areas. It is my judgment that the educational system, if you were marking it in school as children are marked, would receive a flunking grade. We heard the statistics, and the chairman is interested in this, that a fifth of all of our children in New York City are Puerto Rican,

there were 40,000 children in high school of Puerto Rican extraction and that in 1963 there were 330 who received degrees, and 28 Puerto Ricans who went on to college. And I visited the Benjamin Franklin School at which there were 330 who went into the ninth grade, 120 got to the 12th grade, and 32 of them received academic degrees.

At the Morris School in New York City, 1,500 start the ninth grade, 400 get to the 12th grade, and 72 receive academic degrees.

Those kinds of statistics and those kinds of figures show, and the community itself feels that we are not achieving our purpose of providing a full education to the children. The school that we visited, Mr. Chairman, Public School 155, by the time the child gets to the fifth grade, he is 14 months behind in reading. It is a long question but it goes really to the heart of whether what we are doing is correct.

I support all education bills obivously, but I would just hope that the educational system at the local level is moving in a dramatic and really a revolutionary way, the revolutionary way that is going to be necessary to achieve the education of those who have been deprived.

Could you make a comment on that?

Mr. HOWE. Well, Senator, when you make a broad comment like this, the entire elementary and secondary school educational system in the United States, I think that what this leads me to say is that we probably have the best educational system in the world and yet there are lots of things wrong with it. We need to keep the perspective which makes us take pride in the education system we have. We also need to be very vigorous about the criticism that identifies the things that are wrong about it and we need to be doing something about it.

Senator KENNEDY of New York. Could I just interrupt there for a moment? My judgment is it is the best educational system for certain of our children in this country and in our society, but it obviously is not the best educational system for the deprived or the poor or the culturally deprived child of our country. It cannot be.

Mr. HOWE. I do not know of an educational—I do not want to belabor this point obviously, but I do not know of an educational system that has been completely successful with this segment of the society.

Senator KENNEDY of New York. I am not suggesting that, but I think the child, the educational system has done well for the child in the suburbs, with the upper- or middle-income child, but with the statistics I gave you and which can be repeated in South Side Chicago, Watts, San Francisco, every community I have ever visited, and I am sure your own statistics support it, indicate the same basic problem: about 10 percent of the children get academic degrees and a very, very small percentage of those children ever see the inside of a college.

Mr. HOWE. I thoroughly agree with the statement you make.

Senator KENNEDY of New York. I saw the figures of the Mexican-Americans and here we have the University of California—I cannot give you the exact figures but I spoke out there at Berkeley at the University of California. Mexican-Americans in the State of California in college were just infinitesimal, less than a hundred in the whole State of California of Mexican-American background that were in any college or university in the State of California.

Mr. HOWE. I thoroughly agree with the point you make about our lack of success in the educational system in serving the least fortu-

nate. It seems to me that our major investment through ESEA is now beginning to show some results.

You asked about evaluation. We delivered to the Congress the first report from the Office of Education on evaluation of title I. It could not be a fully documented report on achievement results. We have from some States some evidence on achievements results. We are seeking to improve it for next year. But, we have a very encouraging statement in that responsible educators report that results are being achieved. We are trying to set up a system in which we get regular feedback about actual output of or the result of change in these school systems on a comparative basis. We are in the process of entering into major contracts for that purpose at the present time.

I would say that as we look across the country at the variety of title I projects, we see a number of them standing out as being successful. One in New York has received a good deal of publicity recently, the more effective school project which is apparently achieving some success in teacher learning outcomes.

Senator KENNEDY of New York. May I say something? They are now cutting down the amount of money that is available for that program.

Mr. HOWE. This, of course, in terms of administration of title I is a local matter and matter that the Commissioner of Education does not have authority over.

Senator KENNEDY of New York. I understand that, but you use as one example throughout the country where we have achieved some success and that is the whole program is being changed drastically and they are cutting down the appropriation.

Mr. HOWE. Well, as we understand, the program will continue and we are calling attention——

Senator KENNEDY of New York. But, Commissioner, if that program is successful as it has been, the program is being changed tremendously now. I am not in a position to say whether those changes are worthwhile or not but if you use that as an example, that program is being altered completely from what it has been in the past because of the lack of funds basically.

Mr. HOWE. Our endeavor is to call attention to programs of this kind across the country which are achieving success, to work on a basis of persuasion, with States and local school districts, to copy these programs, to alter their programs to that they will reflect the successful aspects of what is going on now as we try to identify it. It seems to me, that we are producing some change in the nature of investments in title I with this kind of procedure.

These are the tools available to us. The Congress did not set up, nor would we urge them to set up, a highly centralized arrangement in which we dictated to New York City what it did with its title I funds.

Senator YARBOROUGH. Senator Kennedy, would you yield to me for one moment since I am forced to go to another meeting? I want to commend the Senator from New York for his perception and interest. It was very inspiring to take part in this hearing in New York City last Friday, not only because of what we saw, but also because of the dedication of the two New York Senators. Before you came in, Senator Kennedy, we had some questions here about the 50 million children of school age in America. Five million have some kind of handicap,

physical or mental handicap. We were comparing them with the 7 million economically disadvantaged who were helped under this bill. I want to bring up again the problem of the millions of Spanish-speaking children in the country. Actually data shows that they are falling out of school sooner than these other disadvantaged. In my State the average Spanish-speaking child has several years less education than the average Negro. The so-called Anglo has about 12 years of education. The Negro is about 9, and the Mexican-American is about 4.7 years.

To me these are the most disadvantaged people in the country, even compared to the handicapped or the economically disadvantaged. Senator Kennedy, was this not the statistic, that 20 percent of the children of New York City are of Spanish-speaking, Puerto Rican descent and only 1 percent of the teachers were of Puerto Rican descent?

Senator KENNEDY of New York. Well, it was even less than that.

Senator YARBOROUGH. And, there was not a single Puerto Rican principal of a school in the whole city.

Senator KENNEDY of New York. Much less than that. Less than one-half of 1 percent; 150 teachers out of a couple of hundred thousand.

BILINGUAL EDUCATION

Senator YARBOROUGH. I am going to ask your office to reexamine your position on this bilingual education bill, Mr. Howe. I think you ought to endorse it completely if you are trying to do something for the people that are suffering most in this country. The Spanish-speaking in my own state of Texas, in California, New York, Arizona, Colorado, and New Mexico, and as the Senator from Florida told us because of Cuba, Spanish-speaking in Florida, need help. I appreciate your yielding to me, Senator, and I want to thank you for your co-sponsorship of the bilingual education bill and for your interest in every facet of American education.

Senator KENNEDY of New York. Thank you, Senator.

I just might say, and maybe we cannot decide anything this morning, but it just—we appropriate these funds and we pass these bills, again that I support, but what concerns me is whether they really are doing the job that we expected they are doing and accomplishing what we had hoped they would accomplish. Maybe we just assuage our consciences and feel we have done a great deal in the field of education when, in fact, all we are doing is putting money into an educational system which is not performing its—meeting its tasks satisfactorily, and not performing satisfactorily. And then, we just put it in so they can spend 5 or 10 percent more money on a job that they have not done. And so that, therefore, the money gets wasted or it is really used in a rather ineffective way and we continue with a system that turns out either children that are not educated properly or causes them to drop out from school.

I think, if I may say so, Commissioner, that rather than the child always being found at fault, I think the educational system is wrong. If we go over for a long period of time and find such a high percentage of children who are dropping out from school or who are not adequately trained by the time they get to the 12th grade, I think, in

addition, in my judgment, it is the educational system and society rather than the child.

CHANGES NEEDED IN EDUCATION

Mr. HOWE. Well, Senator, I share your desire to bring about change in the educational system. I think that the kind of tension that exists between your opinion on the matter and what is being done in the schools is a healthy tension in the situation with which we live.

Senator KENNEDY of New York. But, I would like to join you in that tension. Can I just give you a—I am going to let you talk but this concerns me to such a degree because I just think that those children that are going through this educational system at the moment have a burden they can never get rid of. The fact that they are uneducated, untrained, they are never going to have a satisfactory job and are going to go on welfare and bring up children that are untrained and uneducated. We have a particular responsibility to them and that is why I am so concerned, especially as a member of this committee. I think what we do is appropriate sums of money and, in many of these communities and cities and areas of the system, the money goes into the educational system and they continue exactly what they have been doing for the last several decades, which means not educating the child properly and means turning out children undertrained to meet this world's needs.

Mr. HOWE. I do not agree that they continue exactly what they have been doing. I think the two great changes that the Congress has caused in the highly decentralized public education system are that practically every school board in the country has the problem of the disadvantaged child on its agenda, and secondly, that every school board in the country that has the problem of segregation on its agenda. These two great problems have now been placed on the agenda of local school boards largely through the actions of the Congress.

I think we are beginning to get change in the school system on both these fronts, a change that is not as rapid as many of us would like to see, but just the same, change.

AID FOR DISADVANTAGED SHOULD SUPPLEMENT

It seems to me, that the requirements of the Congress that money spent on behalf of disadvantaged children be supplementary in nature over and above what the regular school district would ordinarily do is one of the wisest things the Congress ever did because it guarantees that there be some special services to a special group of children.

Now, I quite agree with you that there are some places where these special services are either ineffective or not well thought through. But it seems to me, in the preponderance of places that I have familiarity with, there are things now being done definitely on behalf of the disadvantaged child. And it seems to me, that they have not—these movements have not accomplished enough at this point to meet the expectations that we have all raised and that we are going to live with the kinds of tensions we are living with in terms of criticism of the program, but I would hope that this would not damage the faith of the Congress in this program and the desire to continue to put large funding in it.

Senator KENNEDY of New York. You know, I think it is better than not doing anything but I will say this from my experiences in traveling around in these communities. I question whether anything is being accomplished in a major way and from the first point of view and I also very seriously question whether the people in the ghettoes feel that anything is really being done which I think is terribly important. There has to be a communication with them and they have to feel that there is some hope in the educational system and at least in traveling around the country with the poverty committee and the other day in connection with this other piece of legislation I do not find that there is any feeling that there is spirit within the ghetto or spirit amongst the poor that a great deal is being done for the children that was not done for them, and——

Mr. HOWE. Here again, I think I have to differ with you because I think, although there is impatience, there are clearly many things being done.

LOCAL INVOLVEMENT IN EDUCATIONAL PROGRAMS

Senator KENNEDY of New York. Could you tell us?—you use one example in the city of New York and the one example that you used is the area where it is being cut out, the program being cut out. What school system in the country—I would like to take a look at it, where there is a major difference taking place and where it is recognized and understood by the people.

Mr. HOWE. Well, when you add the latter qualification to it, I am not sure that I can document this here for you now. There are, as you know, 20,000 title I elementary and secondary projects around the country and we receive good reports on many of these.

I think that the point you raise about the feelings of local people is a point that we ought to continue to get more deeply into than we have and that until local people do have satisfaction about the programs serving them, that we have not caused the kind of change that ought to happen within boards of education policy. But it seems to me, also that our dissatisfactions with the program should not put us in the position of continually making radical changes in a program which offers a lot of hope. As I examine the posture of the Congress toward the Elementary and Secondary Education Act it seems to be a posture analogous to that of a person who plants a tree and then pulls it up every year to look at the roots to see if they are all right. I think we are trying to make changes here in a very deep-seated series of American problems which have been developing for 100 years. We have a program which has been in action for a 2-year period. We have a lot of encouraging signs about it, but to make fundamental changes in it at this time is just going to set us back.

EXAMPLES OF EFFECTIVE PROGRAMS

Senator KENNEDY of New York. Could you give the subcommittee, and therefore, if it is all right with the chairman, I would just like to see where you think programs have been effective and what kinds of programs you think have been most suitable.

Mr. HOWE. We can give you a sample listing.

Senator KENNEDY of New York. Most suitable for the needs of the people and what areas of the country they are involved.

Mr. HOWE. We have submitted some sample title III projects with this testimony but we will make you a sample listing of title I projects perhaps from a number of different States which gives a kind of shopping list of what we regard as useful enterprises.

Senator KENNEDY of New York. Thanks.

(The material referred to above was subsequently supplied by Mr. Howe:)

SAMPLE LISTING OF TITLE I PROJECTS FROM DIFFERENT STATES REGARDED AS USEFUL ENTERPRISES

BRENTWOOD, MD.

Operation REACH (Raising Educational Achievement of Child and Home)

The North Brentwood School is a warm and human place—where children and their parents like to be.

North Brentwood straddles the District of Columbia line. Officially, it is in Prince Georges County, Md.—a town of 896, all Negroes. Eighty-seven percent of the children come from economically and culturally deprived homes.—Yet in this setting of poverty, education is working overtime. It's not only serving the kids but their parents as well. Both go to school extra hours—Monday and Thursday evenings, grades 5 through 12 hold classes from 6 to 8:30 p.m. On Tuesday and Fridays, the younger children troop to evening classes, returning home at 7:45. Wednesday night is for the adults. About 60 men and women come to learn sewing, typing, mathematics, bookkeeping and other subjects of their choosing. Eight adults are enrolled in basic education—tactfully labeled the "self-improvement course." Saturday morning groups of children, parents and teachers gather in the school yard to board buses for field trips.

Teacher aides are drawn from the neighborhood to further strengthen the bond between school and community.

Community groups meet regularly to discuss school programs and the progress that has been made.

ROCHESTER, N.Y.

Increasing Intercultural Understanding Through Pupil Transfer

More than 200 students from Madison high school (which is 61 percent nonwhite) are voluntarily attending three predominately white (97 percent white) high schools within the city. This is the third year this pupil transfer project has been in operation. It is considered singularly successful.

Similarly, 700 elementary school children are enrolled in schools outside their neighborhoods under Rochester's "open enrollment" plan.

The major purpose of these two programs is to provide a broader educational base for both grade and high school students. The mixing of racial and economic backgrounds also provides an excellent opportunity to increase intercultural understanding. It demonstrates how one big city has handled the problem of racial imbalance.

ALBEMARLE COUNTY, VA.

Language Lift

In Albemarle County, Va., the Language Lift program is wielding a big club in the area's war on poverty. The basic aim is to improve the communication skills of rural children of the poor—children whose homes contain no books, who often have little experience with paper and pencil outside the classroom, and whose parents seldom speak to them except to command or condemn. Recognizing the need of very small youngsters to participate, this program puts action into the spoken word. The children speak through puppets, etiquette dialogues and plays; they sing and dance; make trips to the theater and develop good health habits. In this way, language becomes an active, stimulating experience for the youngsters, providing a firm base for competence in reading and writing. Although too early to measure the success of the program in terms of language improvement, it has been an outstanding success in stimulating the interest of these rural Virginia children in language and communication skills.

LETCHER COUNTY, KY.

Title I in Appalachia

Letcher County in eastern Appalachia is one of our country's most economically depressed countries. This is evidenced by the fact that out of 6,964 students attending school in the county, 4,201 are eligible to receive Title I benefits.

Despite this handicap, the county has developed one of the most successful Title I rural programs in the Nation. Each project is designed to meet the educational needs of the students it serves. Each also meets the basic needs of the students—by providing food and health services, clothing and the services of social workers. As well, a vocational educational guidance service has been set up to help the students prepare for the time when they leave school.

This Title I program is well integrated with other similar service activities being conducted in the county. There is good cooperation with the Neighborhood Youth Corps, and a close working relationship with the University of Kentucky. (Kentucky currently is conducting a study of the effect that Title I has had on school administrators in the county.)

SAN DIEGO, CALIF.

Concentrated Services

Students in 25 elementary and 10 high schools in San Diego are receiving a concentration of Title I services that includes everything from hearing aids to aid in remedial reading. About an equal number of Negroes and Mexican-American children are involved.

The Title I package program features an outstanding remedial reading project in the primary grades, with very small classes and some of the city's best teachers of reading. Extensive classes in English as a second language are provided in schools with heavy concentrations of Mexican-American children.

Other features of the program are: (1) a cultural enrichment project with study trips, a festival of oral communications skills, and Saturday classes for the talented; (2) Auxiliary and supporting services, such as speech correction courses, hearing tests and corrective measures, career development and counseling.

Two schools doing a particularly commendable job are the Sherman and Balboa Elementary Schools.

NOTES AND WORKING PAPERS ON TITLES I AND III ESCA

Senator MORSE. Mr. Commissioner, I think these questions of Senator Kennedy of New York are absolutely vital and we are going to have to get some answers to them, but, I think, in the preparation of the materials that you are going to make available to the committee, I want to confess that my study of it has not been in depth yet although it has been cursory and I have found it very helpful to me. I think we have got to have the information that the Senator from New York is calling for, but I do want this record to show that there has been made available to us another special study in addition to the Dr. Miller study I referred to a few moments ago. It is a study entitled "Notes and Working Papers concerning the Administration of Programs, title I, Public Law 89–10, prepared for the Subcommittee on Education, in which there is a letter of transmittal, from you—the foreword was composed for the subcommittee, by its chairman. Starting on page 253, "Local School Districts Speak Up on Title I, Elementary and Secondary Education Act," and there is listed over several pages references but only in a paragraph is there a reference to the projects and studies and programs that you have been supporting in various schools, Hudson Independence, Lufkin, Tex.; Red Wing, Minn.; Grants Pass, Oreg.; Rock Port, Mo.; Fallsington, Pa.—I am looking for some from New York. I recall some from New York.

I think that you would be very helpful to Senator Kennedy and the chairman and all the rest of the subcommittee, if you would take some of those projects and give us some detailed information on them. I know you cannot get it all in one book but that is what the Senator is in part, I think, seeking.

On page 266, there is talk about specific gains made, pupil attitudes, staff improvements, new services, curriculum improvements, innovations which are experimental, summer programs, preschool

kindergarten, health improvements, programs for the handicapped, language arts, reading programs, but these are just in capsule form.

I think we need to get greater details with regard to these projects because I think Senator Kennedy is right. The burden of proof, Senator, I think is going to be on this committee when we ask for more legislation to answer the question, "What will be accomplished by the money you are asking us for, the authorization you are asking for?"

Senator KENNEDY of New York. Perhaps an evaluation.

Senator MORSE. So give us, get somebody to work on an evaluation of what this record—this is a very valuable document. Do not think that we do not appreciate it, but the realities are we do not begin to have the time to get it into our heads as far as knowledge is concerned of what already has been done. That is all that the Senator is asking for. And any help you can give us, I will appreciate.

Mr. HOWE. Could I say, Senator, I think the most valuable information, from your point of view, might be sampling information that picks project programs in each State, gives you some look across the board at different types of activities under title I, and what we seem to be proving——

Senator KENNEDY of New York. Involved in that is which programs across the country are the most effective. One of the provisions of the bill that I read out was the fact that these programs would be evaluated and then where these programs were found to be effective, they were to be furnished to other districts in the country so they can follow them and not just experiment over the next decade.

If it is satisfactory with the chairman, I would like to find out what information you furnish to other districts as to what you suggest is the most effective program. Certainly, if a program has been found to be effective in Los Angeles, it would be probably applicable in New York City or Chicago, large cities.

Mr. HOWE. It is this kind of communication we tried to create last summer when we brought the title I coordinators of all the States here to Washington for a 2- or 3-day meeting and got them talking with each other about their successful programs. We are trying to take responsibility for this kind of dissemination.

Senator KENNEDY of New York. Then, there are smaller communities, what programs you found are effective and what States are using them. If you have a child in an educational system in New York City or out in Buffalo or in South Side Chicago or a smaller community, is that child receiving the best education possible and are the programs that are being put into effect in that community the best programs that are felt to be available for that child? Are they using the communications industry as satisfactorily as they should or is there more emphasis and should there be more on remedial reading or Saturday classes or night classes or whatever. Could we have material on those? As you know, Commissioner, I have great respect for you and the work and leadership that you provide. As I say, I think it is such a burden on a child if they do not escape this, and I do not think that—I suppose you and everybody else here are impatient but the fact is that they will never recover unless we do what we should do now and I do not think we can wait another 10 years to find out.

Mr. HOWE. Nor do I.

Senator MORSE. Thank you very much, Senator.

Senator KENNEDY of New York. Thank you for your courtesy.

DISSEMINATION OF INFORMATION

Senator MORSE. This causes me to ask you, and then I will not ask any more because I want you to complete your testimony, I recall the—we authorized and made available $2½ million last year to the Department for dissemination of information to the school districts across the country. Am I right about that?

Mr. HOWE. I am trying to remember. You are talking about fiscal 1967, Senator? Was this fiscal 1967?

Senator MORSE. Senator Yarborough's amendment in which we authorized $2½ million, in the law.

Mr. HOWE. In title VII, Mr. Estes tells me, it was not funded.

Senator MORSE. Not funded?

Mr. HOWE. We, of course——

Senator MORSE. Was it requested by the Department?

Mr. HOWE. I will have to check on this for you.

Senator MORSE. Would you supplement some memorandum in the next few days for the record, with regard to—because here is something that we had in mind when we adopted the Yarborough amendment, bears upon part of what Senator Kennedy had to say this morning, the feeling that some way, somehow, we have got to get the school districts across the country to know what is available to them by way of information concerning attempts that have been made in various parts of the country to resolve common problems which are not being resolved generally speaking. I think that is part of the basis of the comments made by Senator Kennedy, some way, somehow, improve our lines of communication between school districts and school boards and State departments of education. But, I will not dwell on it any further. I have made my point and you can supply us with some information on it.

(The information subsequently supplied by Mr. Howe follows:)

ESEA—TITLE VII—DISSEMINATION OF INFORMATION

Since the Office of Education had requested $1.8 million increase in funds for the National Center for Educational Statistics and has been expanding the servives to schools through the Educational Research Information Center, additional funds for the dissemination of information were not requested.

Further, Title V of the ESEA provides grants to strengthen State Departments of Education so that local educational agencies may request technical assistance and receive same from the State Government Office responsible for State level education and for coordination of Federal programs.

Finally, the regionalization of programs and authority for such programs administered by the U.S. Office of Education will place technical assistance within a reasonable distance from local educational agencies across the country.

Senator MORSE. I am going to shortly recess and proceed with your testimony at 10:30 tomorrow morning.

Mr. HOWE. I would suggest, Senator, that might be a natural point in my testimony between titles III and V but I leave this to your determination.

Senator MORSE. Well, I am sure there are some other members of the subcommittee who will want to ask you some questions. We are not going to finish with you this morning anyway.

Mr. HOWE. Right.

Senator MORSE. And, I think you ought to proceed at 10:30 tomorrow morning.

Just one moment. I want to respond to an inquiry of counsel.

Counsel suggests, and I accept his suggestion, that before we close the record of the hearing, you supply us with the programs being conducted under each one of the sections of the act as far as title III is concerned.

Mr. HOWE. A listing of the programs?

Senator MORSE. Yes.

Mr. HOWE. This is about 2,000 projects.

Senator MORSE. Counsel will give you the statement in writing so that you can have it and we will put counsel's statement in writing in the record as the assignment that I gave to him.

(The information requested follows:)

Analysis of PACE proposals submitted, fiscal year 1967

Project categories Public Law 89-10 sec. 303(b)	Total		Planning		Operational	
	Number	Amount	Number	Amount	Number	Amount
(1) Comprehensive guidance and counseling, remedial instruction, and school health, physical education, recreation, psychological, and social work services designed to enable and encourage persons to enter, remain in, or reenter educational programs, including the provision of special educational programs and study areas during periods when schools are not regularly in session	504	$73,619,695	176	$9,775,852	328	$63,843,843
(2) Comprehensive academic services and, where appropriate, vocational guidance and counseling, for continuing adult education	31	3,335,042	8	426,251	23	2,908,791
(3) Developing and conducting exemplary educational programs, including dual-enrollment programs, for the purpose of stimulating the adoption of improved or new educational programs (including those programs described in sec. 503(a)(4)) in the schools of the State	454	69,346,215	90	5,812,426	364	63,533,789
(4) Specialized instruction and equipment for students interested in studying advanced scientific subjects, foreign languages, and other academic subjects which are not taught in the local schools or which can be provided more effectively on a centralized basis, or for persons who are handicapped or of preschool age	83	9,427,913	21	937,877	62	8,490,036
(5) Making available modern educational equipment and specially qualified personnel, including artists and musicians, on a temporary basis to public and other nonprofit schools, organizations, and institutions	119	15,198,020	24	1,713,726	95	13,484,294
(6) Developing, producing, and transmitting radio and television programs for classroom and other educational use	50	6,491,085	12	889,417	38	5,601,668
(7) Providing special educational and related services for persons who are in or from rural areas or who are or have been otherwise isolated from normal educational opportunities, including, where appropriate, the provision of mobile educational services and equipment, special home study courses, radio, television, and related forms of instruction, and visiting teachers' programs	154	21,922,335	34	2,401,890	120	19,520,445
(8) Other specially designed educational programs which meet the purposes of this title	354	58,004,795	82	6,514,961	272	51,489,834
Total	1,749	257,345,100	447	28,472,400	1,302	228,872,700

Analysis of PACE proposals approved, fiscal year 1967

Project categories Public Law 89-10 sec. 3 3(b)	Total		Planning		Operational	
	Number	Amount	Number	Amount	Number	Amount
(1) Comprehensive guidance and counseling, remedial instruction, and school health, physical education, recreation, psychological, and social work services designed to enable and encourage persons to enter, remain in, or reenter educational programs, including the provision of special educational programs and study areas during periods when schools are not regularly in session	52	$4,344,807	17	$676,594	35	$3,668,213
(2) Comprehensive academic services and, where appropriate, vocational guidance and counseling, for continuing adult education	5	411,700	3	202,572	2	209,128
(3) Developing and conducting exemplary educational programs, including dual-enrollment programs, for the purpose of stimulating the adoption of improved or new educational programs (including those programs described in sec. 503(a)-(4)) in the schools of the State	70	4,799,472	28	1,338,367	42	3,461,105
(4) Specialized instruction and equipment for students interested in studying advanced scientific subjects, foreign languages, and other academic subjects which are not taught in the local schools or which can be provided more effectively on a centralized basis, or for persons who are handicapped or of preschool age	8	338,720	4	156,967	4	181,753
(5) Making available modern educational equipment and specially qualified personnel, including artists and musicians, on a temporary basis to public and other nonprofit schools, organizations, and institutions	13	1,180,035	3	183,227	10	996,808
(6) Developing, producing, and transmitting radio and television programs for classroom and other educational use	6	277,498	2	51,454	4	226,044
(7) Providing special educational and related services for persons who are in or from rural areas or who are or have been otherwise isolated from normal educational opportunities, including, where appropriate, the provision of mobile educational services and equipment, special home study courses, radio, television, and related forms of instruction, and visiting teachers' programs	18	1,694,432	3	212,394	15	1,482,038
(8) Other specially designed educational programs which meet the purposes of this title	40	3,670,636	6	366,825	34	3,303,811
Total	212	16,717,300	66	3,188,400	146	13,528,900

Analysis of PACE projects on hold, fiscal year 1967

Project categories, Public Law 89-10, sec. 303(b)	Total		Planning		Operational	
	Number	Amount	Number	Amount	Number	Amount
(1) Comprehensive guidance and counseling, remedial instruction, and school health, physical education, recreation, psychological, and social work services designed to enable and encourage persons to enter, remain in, or reenter educational programs, including the provision of special educational programs and study areas during periods when schools are not regularly in session	213	$40,414,706	66	$4,677,180	147	$35,737,526
(2) Comprehensive academic services and, where appropriate, vocational guidance and counseling, for continuing adult education	13	1,977,148	3	151,899	10	1,825,249
(3) Developing and conducting exemplary educational programs, including dual-enrollment programs, for the purpose of stimulating the adoption of improved or new educational programs (including those programs described in sec. 503(a)(4)) in the schools of the State	189	36,295,188	31	1,852,908	158	34,442,280
(4) Specialized instruction and equipment for students interested in studying advanced scientific subjects, foreign languages, and other academic subjects which are not taught in the local schools or which can be provided more effectively on a centralized basis, or for persons who are handicapped or of preschool age	33	3,153,346	6	290,098	27	2,863,248
(5) Making available modern educational equipment and specially qualified personnel, including artists and musicians, on a temporary basis to public and other nonprofit schools, organizations, and institutions	45	8,118,373	8	433,277	37	7,685,096
(6) Developing, producing, and transmitting radio and television programs for classroom and other educational use	13	2,351,263	3	130,742	10	2,220,521
(7) Providing special educational and related services for persons who are in or from rural areas or who are or have been otherwise isolated from normal educational opportunities, including, where appropriate, the provision of mobile educational services and equipment, special home study courses, radio, television, and related forms of instruction, and visiting teachers' programs	58	10,197,427	15	849,597	43	9,347,830
(8) Other specially designed educational programs which meet the purposes of this title	176	35,571,649	46	5,618,299	130	29,953,350
Total	740	138,079,100	178	14,004,000	562	124,075,100

Analysis of PACE proposals disapproved, fiscal year 1967

Project categories (Public Law 89-10, sec. 303(b))	Total		Planning		Operational	
	Number	Amount	Number	Amount	Number	Amount
(1) Comprehensive guidance and counselling, remedial instruction, and school health, physical education, recreation, psychological, and social work services designed to enable and encourage persons to enter, remain in, or reenter educational programs, including the provision of special educational programs and study areas during periods when schools are not regularly in session	240	$29,282,891	89	$3,931,013	151	$25,351,878
(2) Comprehensive academic services and, where appropriate, vocational guidance and counseling, for continuing adult education	12	948,495	1	7,290	11	941,205
(3) Developing and conducting exemplary educational programs, including dual-enrollment programs, for the purpose of stimulating the adoption of improved or new educational programs (including those programs described in section 503(a)(4)) in the schools of the State	207	29,728,244	41	2,537,676	166	27,190,568
(4) Specialized instruction and equipment for students interested in studing adv anced scientific subjects, foreign languages, and other academic subjects which are not taught in the local schools or which can be provided more effectively on a centralized basis, or for persons who are handicapped or of preschool age	39	6,183,936	9	366,033	30	5,817,893
(5) Making available modern educational equipment and specially qualified personnel, including artists and musicians, on a temporary basis to public and other nonprofit schools, organizations, and institutions	57	5,706,147	11	901,167	37	4,804,980
(6) Developing, producing, and transmitting radio and television programs for classroom and other educational use	30	4,018,193	7	685,425	23	3,332,768
(7) Providing special educational and related services for persons who are in or from rural areas or who are or have been otherwise isolated from normal educational opportunities, including, where appropriate, the provision of mobile educational services and equipment, special home study courses, radio, television, and related forms of instruction, and visiting teachers' programs	75	8,693,091	15	1,041,646	60	7,651,445
(8) Other specially designed educational programs which meet the purposes of this title	137	17,987,713	30	1,809,750	107	16,177,963
Total	797	102,548,700	203	11,280,000	594	91,268,700

Type of PACE projects submitted by PADS categories 1st and 2d periods, fiscal year 1967

Category	Total number	Planning number	Operational number
Evaluative programs:			
Deficiency survey	278	136	142
Curriculum requirements	482	173	309
Resource available/utilize	309	142	167
Total	1,069	451	618
Instruction/enrichment:			
Arts	302	53	249
Foreign language	45	3	42
Language, arts	257	22	235
Remedial reading	148	16	132
Mathematics	168	13	155
Science	228	30	198
Social science/humanities	258	37	221
Physical education/recreation	93	11	82
Vocational/industrial arts	101	24	77
Physical handicapped	31	6	25
Mentally retarded	56	14	42
Disturbed/learning disabilities	80	12	68
Dropout	39	7	32
Minority group/disadvantage	59	15	44
Total	1,865	263	1,602
Instruction addenda:			
ETV/radio	104	23	81
Audiovisual aids	235	20	215
Demonstration/learning center/programs	452	85	367
Library facilities	107	15	92
Material/service center	324	69	255
Data processing	82	15	67
Total	1,304	227	1,077
Personal services:			
Medical/dental	56	5	51
Social/psychological/guidance	255	60	195
Total	311	65	246
Other	3	0	3
Grand total	4,552	1,006	3,546
Number of different projects	1,749	448	1,301

Type of PACE projects approved by PADS categories 1st and 2d periods, fiscal year 1967

Category	Total number	Planning number	Operational number
Evaluative programs:			
Deficiency survey	43	30	13
Curriculum requirements	72	32	40
Resource available/utilize	50	31	19
Total	165	93	72
Instruction/enrichment:			
Arts	32	5	27
Foreign language	4	0	4
Language arts	22	3	19
Remedial reading	9	0	9
Mathematics	10	1	9
Science	17	3	14
Social science/humanities	19	1	18
Physical education/recreation	9	2	7
Vocational/industrial arts	11	1	10
Physical handicapped	8	2	6
Mental retarded	8	2	6
Disturbed/learning disabilities	8	1	7
Dropout	5	0	5
Minority group/disadvantage	9	2	7
Total	171	23	148

See note at end of table.

Type of PACE projects approved by PADS categories 1st and 2d periods, fiscal year 1967—Continued

Category	Total number	Planning number	Operational number
Instruction addenda:			
ETV/radio	15	7	8
Audiovisual aids	32	2	30
Demonstration/learning center/program	39	8	31
Library facilities	11	1	10
Material/service center	43	18	25
Data processing	9	2	7
Total	149	38	111
Personal services:			
Medical/dental	8	1	7
Social/psychical/guidance	30	7	23
Total	38	8	30
Other	0	0	0
Grand total	523	162	361
Number of different projects	217	70	147

Note: Each project may be categorized into 1 to 5 categories.

Type of PACE projects on hold, by PADS categories, 1st and 2d periods, fiscal year 1967

Category	Total number	Planning number	Operational number
I. Evaluative programs:			
Deficiency survey	114	47	67
Curriculum requirements	192	55	137
Resource available/utilize	121	51	70
Total	427	153	247
II. Instruction/enrichment:			
Arts	121	19	102
Foreign language	19	1	18
Language arts	115	9	106
Remedial reading	75	10	65
Mathematics	83	3	80
Science	108	10	98
Social science/humanities	109	15	94
Physical education/recreation	39	5	34
Vocational/industrial arts	48	9	39
Physical handicapped	13	3	20
Mental retarded	23	3	20
Disturbed/learning disabilities	44	6	38
Dropout	16	4	12
Minority group/disadvantage	27	6	21
Total	840	103	737
III. Instruction addenda:			
ETV/radio	40	10	30
Audiovisual aids	96	7	89
Demonstration/learning center/program	224	38	186
Library facilities	46	6	40
Material/service center	150	27	123
Data processing	27	6	21
Total	583	94	489
IV. Personal services:			
Medical/dental	25	1	24
Social/psychical/guidance	109	19	90
Total	134	20	114

Type of PACE projects disapproved by PADS categories, 1st and 2d periods, fiscal year 1967

Category	Total number	Planning number	Operational number
Evaluative programs:			
Deficiency survey	121	60	61
Curriculum requirements	215	85	130
Resource availability/utilize	129	51	78
Total	465	196	269
Instruction/enrichment:			
Arts	154	33	121
Foreign languages	22	2	20
Language arts	121	11	110
Remedial reading	64	7	57
Mathematics	72	9	63
Science	110	17	93
Social science/humanities	130	19	111
Physical education/recreation	44	4	40
Vocational/industrial arts	41	13	28
Physically handicapped	10	1	9
Mentally retarded	23	7	16
Disturbed/learning disabilities	31	9	22
Dropout	18	3	15
Minority group/disadvantaged	23	7	16
Total	863	142	721
Instruction addenda:			
ETV/radio	49	7	42
Audiovisual aids	107	13	94
Demonstration/learning centers/programs	190	39	151
Library facilities	46	8	38
Material/service center	130	24	106
Data processing	46	7	39
Total	568	98	470
Personal services:			
Medical/dental	24	3	21
Social/psychological/guidance	114	35	79
Total	138	38	100
Other	1	0	1
Grand total	2,035	474	1,561
Number of different projects	802	203	599

Note: Each project may be categorized into 1 to 5 categories.

Highlights From the Second Year of PACE

PACE 1967

Today, 1,700 PACE projects are serving approximately 8 million pupils in 6,000 school districts at an average per pupil cost of $16.25. Innovative contributions to education are being made in early childhood education, sex and health education, preservice and inservice training for professionals and paraprofessionals, the diagnosis of learning problems, the individualization of instruction and in hundreds of other problem areas.

PACE proposals submitted in FY 1967 [a]

Fewer PACE proposals were *submitted* in FY 1967 than in FY 1966, but the average 1967 proposal cost $143,000 while the average 1966 proposal cost $92,000.

- In the first year, 2,706 proposals were submitted requesting $250 million.
- In the second year, 1,766 proposals were submitted requesting $261 million. (In addition 541 "mini" proposals requesting $14 million were submitted.)

Fewer PACE proposals were *approved* in FY 1967 than in FY 1966 but the average 1967 approved project cost $124,000 while the average 1966 approved project cost $69,000.

[a] In addition to the new 1967 projects, over 700 1966 projects were carried over from 1966, a large number of which are second year projects costing more than $15 million.

- In the first year, 1,085 projects were approved costing $75 million.
- In the second year, 918 proposals were approved costing $114 million.

(In addition 223 "mini" proposals costing $5 million were approved.) [a]

More than half of the total number of proposals submitted in FY 1967 were approved while only two fifths of those submitted in FY 1966 were approved.

- 40 percent of the 2,706 PACE proposals submitted in FY 1966 were approved.
- 52 percent of the 1,766 PACE proposals submitted in FY 1967 were approved.

A larger proportion of the total funds requested in FY 1967 was approved than that requested in FY 1966.

- 30 percent of the $250 million requested the first year was granted.
- 44 percent of the $261 million requested the second year was granted.

A greater emphasis was placed on operational projects in 1967 than in 1966.

- Of the 1,085 projects approved in FY 1966, 55 percent were planning projects and 45 percent were operational projects.
- Of the 918 projects approved in FY 1967, 26 percent were planning projects and 45 percent were operational projects.
- 45 percent of the $75 million funded the first year went to planning and 55 percent went to operational projects.
- 13 percent of the $114 million funded the second year went to planning and 87 percent went to operational projects.

The proportion of total projects funded that are of multipurpose or single purpose nature decreased while the proportion that are for special programs or staff training programs increased.

	Fiscal year 1966 projects approved		Fiscal year 1967 projects approved	
	Number	Amount	Number	Amount
Multipurpose-type projects	426	$33,639,900	295	$41,054,617
Special programs	395	27,419,200	373	41,395,791
Administration and personnel	103	6,293,000	156	21,607,693
Single subject projects	145	7,525,800	86	8,643,077
Other	16	928,400	8	1,023,522
Total	1,085	75,806,300	918	113,724,700

The percent of submitted proposals approved increased in the Middle and Western States while such percent decreased in the Southern and Northern States.

Regions	Fiscal year 1966		Fiscal year 1967	
	Number submitted	Percent approved	Number submitted	Percent approved
Northern States	823	37	514	30
Southern States	404	44	252	[1] 25
Middle States	758	37	478	60
Western States	719	44	491	79
Other areas	2	100	31	87
Total number	2,706		1,766	
Number approved	1,086		918	

[1] In addition, most of the 541 "mini" proposals approved were submitted from the Southern States.

A shift program emphasis from small to large school systems was noticeable in FY 1967.

Percent of submitted proposals approved

School enrollment	Fiscal year 1966		Fiscal year 1967	
	Number submitted	Percent approved	Number submitted	Percent approved
25,000 or more	909	24	699	56
3,000 to 24,999	1,318	44	776	48
1 to 2,999	479	59	291	52
Total	2,706		1,766	
Number approved	1,086		918	

A comparison of proposals submitted and approved

School enrollment	Fiscal year 1966				Fiscal year 1967			
	Submitted		Approved		Submitted		Approved	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
25,000 or more	920	34	217	20	689	39	395	43
3,000 to 24,999	1,299	48	586	54	777	44	376	41
1 to 2,999	487	18	282	26	300	17	147	16
Total	2,706	100	1,085	100	1,766	100	918	100

A comparison of amount of money requested and granted

[Dollars in thousands]

School enrollment	Fiscal year 1966				Fiscal year 1967			
	Submitted		Approved		Submitted		Approved	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
25,000 or more	$115,000	46	$21,750	29	$146,160	56	$55,725.1	49
3,000 to 24,999	95,000	38	37,500	50	86,130	33	47,764.4	42
1 to 2,999	40,000	16	15,750	21	28,710	11	10,235.2	9
Total	250,000	100	75,000	100	261,000	100	113,724.7	100

The number of persons served through proposals approved in FY 1967 include:

- 7,000,000 Public and nonpublic elementary and secondary school pupils.
- 10,000 Pre-kindergarten pupils.
- 148,935 Kindergarten pupils.
- 198,000 Adults and out-of-school youth.
- 90,707 Classroom teachers.

More than three fourths of the pupils served by 1967 projects are elementary school pupils.

	Total number of pupils served	Percent of total number of pupils served	
		Elementary schools	Secondary schools
Projects initially approved in fiscal year 1966	10,000,000	64	36
Projects initially approved in fiscal year 1967	7,000,000	78	22

The proportion of pupils and classroom teachers served that are of nonpublic schools decreased in FY 1967.

	Total number	Percent nonpublic schools	Percent public schools
Projects initially approved in fiscal year 1966:			
Number of pupils served	10,000,000	12	88
Number of teachers served	335,000	11	89
Projects initially approved in fiscal year 1967:			
Number of pupils served	7,000,000	8	92
Number of teachers served	90,707	3	97

The quality of proposals approved in FY 1967 improved over that of FY 1966. The greatest improvements are shown in evaluative criterion number 9 (Degree of awareness of similar programs, research findings, or the knowledge of recognized experts.); number 15 (Provision for communication of results of the project, through demonstrations, publications, and other methods), and number 6 (Extent to which the project is exemplary.). Evaluative criterion number 14 (Provision for evaluation of the project.) although improved, received the lowest rating in FY 1967.

SUMMARY OF FY 1967

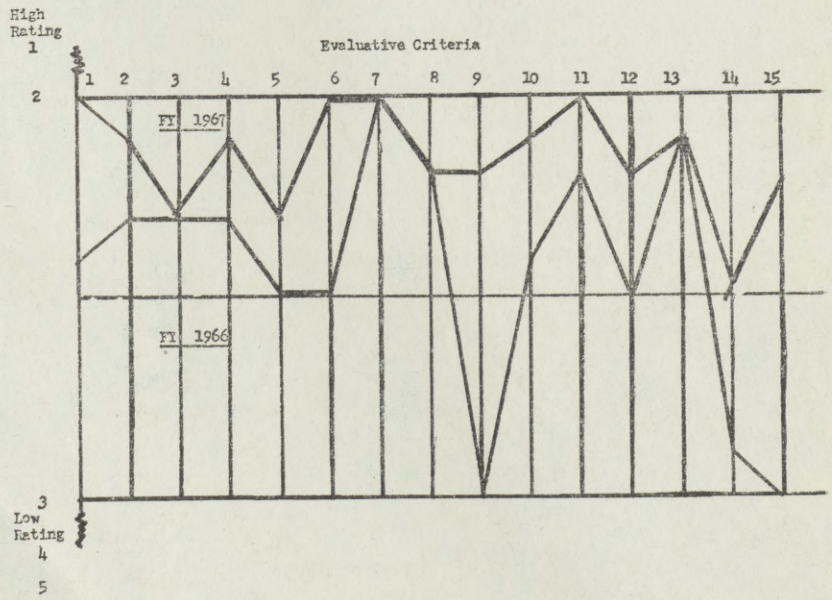
Fewer projects are submitted and fewer projects are being approved but those that are approved cost at an average more than three times that of FY 1966.

Proposals approved are more sophisticated and of higher quality than those approved in FY 1966.

A shift in emphasis to large city problems, and teachers inservice training is evident in the proposals approved in FY 1967.

Provision for evaluation is still a problem and the drop in services to nonpublic schools should be checked.

MEAN RATINGS OF APPROVED PROJECTS, FY 1966 and 1967



EVALUATIVE CRITERIA (SEE GRAPH ON P. 1009)

1. Extent to which this project meets the educational and cultural needs of the highest priority.
2. Adequacy of the plans to identify and document the need.
3. Quality of the pilot projects to test the proposed service.
4. Adequacy of description and documentation of the need.
5. Extent to which project is innovative.
6. Extent to which project is exemplary.
7. Evidence of supplementation of regular school program.
8. Representation of other educational and cultural agencies in project.
9. Degree of awareness of similar program.
10. Adequacy of the size and qualifications of the staff.
11. Adequacy of the facilities, both existing and proposed, for the conduct of project.
12. Economic efficiency of the proposed project.
13. Provision for participation of those to benefit.
14. Provision for evaluation.
15. Provision for communication of results of the project, through demonstrations, publications, and other methods.

Senator MORSE. Thank you very much, Commissioner. We will stand in recess until 10:30 tomorrow morning.

Mr. HOWE. Thank you very much, Mr. Chairman.

(Whereupon, at 12:40 p.m., the hearing was recessed, to reconvene at 10:30 a.m., Tuesday, July 25, 1967.)

EDUCATION LEGISLATION, 1967

TUESDAY, JULY 25, 1967

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:40 a.m., in room 4232, New Senate Office Building, Senator Ralph Yarborough presiding pro tempore.

Present: Senators Yarborough (presiding pro tempore), Randolph, Dominick, and Murphy.

Also present: Senator Nelson, member of the full committee.

Committee staff present: John S. Forsythe, general counsel; Charles Lee, professional staff member; and Roy H. Millenson, minority clerk.

Senator YARBOROUGH. The subcommittee will come to order.

Senator Dominick.

Senator DOMINICK. Thank you, Mr. Chairman.

I just have a brief statement, if Senator Nelson does not mind, which I will like to present before he starts his very able testimony.

Mr. Chairman, I was unable to be here yesterday because of a long-standing prior commitment in Colorado, and I appreciate the opportunity to make these brief comments on the bill now before us.

I think I ought to mention four or five areas which are of particular concern to me, and I am doing this for the benefit of Commissioner Howe and his panel, because I want to ask him some questions on these points.

HEADSTART TRANSFER

First of all, is Headstart. As you know, Mr. Chairman, I offered an amendment last year to transfer Headstart from the Office of Economic Opportunity to the Office of Education. In the next few days, I intend to again introduce a bill on the floor to transfer Headstart to the Office of Education and add it as a new title to the Elementary and Secondary Education Act.

All indications are that Headstart has been an immensely useful program. It was an innovative idea; it has experienced a large degree of success; and to that extent credit should go to the Office of Economic Opportunity.

However, I am extremely concerned about the fact that many of the gains experienced by the disadvantaged preschool children under Headstart are lost because of a lack of reinforcement or follow-through in the public school system. I have heard of instances where significant gains in learning were achieved in Headstart only to be

lost because the public schools were not equipped to follow through in a reinforcing process or, in some instances, where even unaware of what had been taking place in their local Headstart.

It is my understanding that both the Office of Education and the Office of Economic Opportunity are aware of that problem. I have been informed that recently Commissioner Howe and Sargent Shriver announced grants totaling $2.5 million to 30 school districts to follow through on the gains registered by Headstart programs.

And while I commend them for their effort to coordinate this valuable program, I am convinced that there is a better way. Consequently, I will at the appropriate time urge the adoption of my proposal to transfer Headstart to the Office of Education.

I am convinced that this can be done without retarding the program and without sacrificing the many noneducational aspects of the Headstart program. I will comment upon this in detail when I introduce my bill later this week.

At this time, I would just like to quote Secretary Gardner in hearings before the Senate Committee on Government Operations on August 18, 1966, on the "Federal Role in Urban Affairs." And I quote Senator Ribicoff first:

> You mentioned Headstart and how we are organized to take care of it. Does Headstart, which is basically educational, belong in a poverty program, or does it belong in the Office of Education? I hope you will be frank, because I am going to ask Mr. Shriver the same question, and I do not think this is a time for any by-play. These are very important policy decisions that we are going to have to make.

And to that question, Secretary Gardner replied, and I quote:

> Mr. Chairman, I would like to just say a word on it and turn it over to Harold Howe. I am convinced that the Office of Economic Opportunity did a very creative and effective and useful thing in establishing this program, and I think we ought to give them credit for it, and I think that they are doing it well, and I think when the program is going well, you ought to think twice about shifting its locus.
>
> However, we are doing the same thing under Title I, and I think we in our Department believe that eventually all of these preschool efforts will have to find their home in our Department.

INDIAN CHILDREN

And my second area of concern, Mr. Chairman, involves the inclusion of Indians, under titles I, II, and III of the act. As you know, last year we included them on a 1-year basis while the other provisions of the act with, I believe, one exception, contained a 2-year authorization.

This means that the authorization for these funds expired June 30. And I presented this on the floor of the Senate in the process of our discussion of extending one of the other programs in the bill. Now, unless we act promptly, a chaotic situation will exist, and we will be shortchanging the most deprived but yet the most silent of the silent minorities.

The Indians, in my opinion, have too few spokesmen and too few votes to mount a large lobby. Yet, their needs are urgent and their plight represents a national disgrace. Senator Fannin and I have already introduced an amendment to extend the coverage of Indians in the act under titles I, II, and III of the act.

LOCAL CONTRIBUTION RATE—PUBLIC LAW 874

The third area I am equally concerned about is the impacted aid provision in the bill and the change in the plan of determining the local contribution rate for applicants under Public Law 874. The administration's proposal would eliminate the provision which allows applicants to select comparable schools within their State for determining the rate of payment for children whose parents work on or live on Federal property.

I have been informed that those States most heavily impacted, such as Colorado, would lose the most under the new proposal. There will be a public witness from my State to testify in detail of the change on Colorado and other States, but I would just like to say that, at this point, I am extremely skeptical of the administration's proposal, and I would like to see its implementation further deferred.

INCENTIVE GRANT

I am also giving serious consideration to offering my own incentive-grant proposal, similar to the one offered last year.

I am extremely concerned that States are beginning to default in their responsibility to raise educational revenues at the local level. I perceive a trend wherein the local school districts are defeating bond issues more and more, and cannot help but feel that these districts are looking to the Federal Government to assume the responsibility which should rightly be placed in the local school districts.

It is my understanding that Senator Morse expressed a similar concern yesterday. In my judgment, a special incentive-grant program for States which have an effort index which exceeds the national effort index, would encourage local improvement in tax effort to support the local schools. This would insure that those schools who exert maximum effort will receive a bonus as an incentive to continue maximum local participation.

Now, I am aware of the argument that has been advanced against my proposal—namely, that the act was designed to assist disadvantaged children—and, therefore, my incentive program is incompatible with that philosophy. I must say I disagree with this. If any of our educational programs are to work, we must devise a method of keeping local participation at a maximum. My proposal would take nothing away from title I or any other title of the act but would be separately funded and would, hopefully, act as a stimulus for local initiative.

REGIONAL OFFICES

Finally, I would like to express my concern over the regional centers which are being set up by the Office of Education. Many school officials in my home State have expressed apprehension over the regional center proposal in Denver and its proposed growth.

I would, of course, welcome any general comments the Commissioner may have concerning these areas, and I will have some specific questions which I will direct to him at the appropriate time.

Thank you, Mr. Chairman.

Senator YARBOROUGH. Thank you, Senator Dominick.

I am certain that all of us on the subcommittee and the staff will profit by your remarks, as well as the witnesses who are to come.

Senator Nelson.

Senator NELSON. Mr. Chairman.

Senator YARBOROUGH. We are happy to welcome Senator Nelson here, one of the first persons to advance the teacher aide idea, and one of the earlier supporters of the Teacher Corps provisions of the Educational Act.

We congratulate you on your educational leadership, Senator Nelson. It was first brought to national attention during your service as Governor of Wisconsin, and you have carried on that interest and that leadership as a member of the full Labor and Public Welfare Committee.

STATEMENT OF HON. GAYLORD NELSON, A U.S. SENATOR FROM THE STATE OF WISCONSIN

Senator NELSON. Thank you, Mr. Chairman.

TEACHER AIDE PROGRAM

I have a prepared statement, and to avoid imposing on the subcommittee's time, I would ask that the statement be printed in the record, and I will speak extemporaneously, if it is agreeable to the chairman.

Senator YARBOROUGH. The prepared statement will be ordered printed in full.

Senator NELSON. The proposal that——

Senator YARBOROUGH. I would suggest—pardon me, Senator Nelson—that since Commissioner Howe is here waiting to testify next, that he and his assistants be given copies of the statement if they do not now have it.

I also order your amendment inserted at this point in the record.

(The amendment referred to above follows:)

90TH CONGRESS
1ST SESSION

S. 1125

IN THE SENATE OF THE UNITED STATES

MARCH 14, 1967
Referred to the Committee on Labor and Public Welfare and ordered to be printed

AMENDMENT

Intended to be proposed by Mr. NELSON (for himself, Mr. CLARK, Mr. PELL, Mr. MUSKIE, and Mr. MONDALE) to S. 1125, a bill 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, viz: On page 52, after line 16, insert the following:

Amdt. No. 122

80-086—67—pt. 3——8

TITLE IV—TEACHER AID PROGRAMS

PROGRAMS AUTHORIZED

SEC. 401. The Elementary and Secondary Education Act of 1965 is amended by redesignating title VII as title VIII, by redesignating sections 701 through 706 and reference thereto as sections 801 through 806, respectively, and by inserting after title VI the following new title:

"TITLE VII—TEACHER AID PROGRAMS

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 701. There are authorized to be appropriated $50,000,000 for the fiscal year ending June 30, 1968, $100,000,000 for the fiscal year ending June 30, 1969, and $150,000,000 each for the fiscal year ending June 30, 1970, and for the two succeeding fiscal years, to enable the Commissioner of Education to make grants to local educational agencies and institutions of higher education to assist them in carrying out projects for the development of teacher aid programs provided for in applications approved under this title.

"APPROVAL OF PROJECT APPLICATIONS

"SEC. 702. (a) The Commissioner may approve an application for a project under this title only if the application is submitted jointly by a local educational agency and an institution of higher education and if he determines that—

"(1) the project is designed to provide a combined

program of training and experience to prepare persons to serve as teacher aids in preschool and elementary and secondary education programs;

"(2) the project is part of a comprehensive program for improved utilization of educational personnel in schools where the teacher aids are to serve;

"(3) the project is designed to provide more individualized attention for students and to relieve teachers and other professional staff of functions which can be performed competently by teacher aids under the supervision of professional staff;

"(4) the institution of higher education participating in the project will undertake to provide preservice training programs to prepare persons to become teacher aids and to provide, to the extent practicable, preservice programs bringing together teacher aids and the teachers and other educational personnel who will be supervising them;

"(5) the institution of higher education and the local educational agency participating in each project have satisfactory plans for maintaining cooperative arrangements throughout the three-year duration of the project in order to relate inservice and summer training programs to the work experience of the teacher aids in the schools;

"(6) the local educational agency participating in a project has, prior to the filing of an application under this title, submitted its plans to the State educational agency for review and has taken into account its recommendations in developing the proposal for the project; and

"(7) the project is of sufficient scope and quality to provide reasonable assurance of making substantial improvements in the educational programs of the schools participating in the project.

"(b) A school which has participated for a total of three years in an approved project receiving Federal payments under this title shall not be eligible to participate thereafter in any further project assisted under this title.

"FEDERAL PAYMENTS

"SEC. 703. (a) The Commissioner shall (in advance or otherwise) pay to the local education agency and the institution of higher education jointly carrying out each project approved under this title such portion of the costs of the project as each of the joint applicants incurs under the terms of the grant.

"(b) For purposes of this section, the costs of the project covered by the Federal grant include all of the costs of training programs for teacher aids and for teachers and other professional staff members supervising teacher aids, including

appropriate stipends; and the Federal grant shall cover not to exceed 75 per centum of the costs of the project attributable to compensation to be paid to teacher aids while serving in the programs of the schools of the local educational agency participating in the project. Federal payments toward the costs of the project may not cover any compensation for any teacher or professional staff member employed by the local educational agency.

"APPORTIONMENT AMONG STATES

"SEC. 704. From the sums appropriated to carry out this title for each fiscal year, the Commissioner shall apportion to each State an amount which bears the same ratio to such sums as the number of children aged three to seventeen, inclusive, in the State bears to the number of such children in all the States. To the extent that it is determined by the Commissioner that the amount apportioned to any State will not be required for grants in that State, such amount shall be available for grants in other States.

"DEFINITION

"SEC. 705. As used in this title, the term 'teacher aids' includes assistants to teachers and also includes library aids, school recreation aids, and other ancillary educational personnel who are under the supervision of professional members of the school staff, but the term does not include persons who are primarily responsible for the instruction of pupils.

"SHORT TITLE

"SEC. 706. This title may be cited as the 'Teacher Aid Program Support Act'."

DEFINITIONS

SEC. 402. Section 801 of the Elementary and Secondary Education Act of 1965, as redesignated by section 401 of this Act, is further amended by striking out "V, and VI" and inserting in lieu thereof "V, VI, and VII".

Senator NELSON. I am appearing on behalf of amendment 122 to S. 1125. This is a proposal, Mr. Chairman, to establish a teacher aide program throughout the United States. I need not recite to this subcommittee the statistics, although they are in my statement, on the shortage of teachers in the country. This proposal is aimed toward selecting from the local communities able people, mostly women, to do two jobs: First, to perform noninstructional functions in the schools.

They may work in libraries or reading rooms. They may supervise playground activities and do a whole list of noninstructional jobs that the teacher now has to bear. I am satisfied that in every community there are competent women available to do this kind of work.

I received a letter signed by some 20 schoolteachers after I introduced this proposal. They endorsed the idea. And then they listed in their letter the kind of duties, in addition to teaching, that have to be performed by the teacher, which takes so much of her time.

Among the duties they listed were supervising the lunchroom; itemizing monthly lunch bills for each pupil; supervising the playground during the noon hour; collecting lunch money; collecting savings stamp money; collecting photograph money; selling tickets for school events; collecting PTA dues; preschool supervision due to bus schedule; postschool supervision due to bus schedule; daily, quarterly, yearly attendance records; yearbook orders and collecting money; checking standardized tests; playground recess duty; typing dittoes; preparing duplicated materials; and so forth.

Thus, one aspect of this proposal is to hire and appropriately train competent teacher aides to relieve the teacher of these functions so she can devote more time to teaching.

The second aspect of the proposal is to recruit from the local community educated women to assist in instructional duties under proper supervision and, if additional training is required, to provide that training.

We have seen from our brief experience with the Teacher Corps in reports from the schools around the country that the Teacher Corps

interns have done a remarkable job in taking students who are falling behind and working with them on a 1-to-1 basis, improving their interest in their academic work, assisting them to raise their grades, handling problems of special instruction which the teacher does not have time to do.

In every community we have educated women with degrees in mathematics and literature and history. And under proper circumstances and proper supervision they can do, I think, an exceptional job of assisting in the education of our children.

This, in essence, is what the proposal is all about. I am aware that there are provisions—in the present law, under which teacher aides can be used, such as in title V of the higher education bill.

The bill that I propose here is not perfect. I think it would be up to the committee, after appropriate testimony from the various authorities in education and appropriate consideration by the committee and the staff to revise the bill to coordinate it with the rest of the activities that are going on in this field. This is a program to last only 3 years in any particular school, and after that the school itself will have to decide whether they want to continue it and pay the full cost. But for the first 3 years, under this program, the Federal Government would pay 75 percent of the cost; the local school district 25 percent of the cost.

The program would be worked out in cooperation between the local school district, the State superintendent of schools, participating college or university, and then the application would be acted upon by the U.S. Commissioner of Education.

This, in essence, is the proposal. I think the idea has great merit. I think we can relieve the burden upon our teachers. I think we can get a significant contribution from able women in the community. I think we can improve the school system with a minimal financial investment.

Mr. Chairman, I have received many letters endorsing this idea. I do not know that the chairman would want to print them in the record, but I think I will leave sample copies with the committee so that you can see a sampling of teachers' reactions around the country who are anxious to see the program enacted so that they can be assisted and relieved of nonteaching duties, and so that they can be assisted in giving special help on a 1-to-1 basis to failing children in their classes for which the teacher now does not have the time to give this assistance.

Thank you, Mr. Chairman.

(The prepared statement of Senator Nelson follows:)

PREPARED STATEMENT OF HON. GAYLORD NELSON, A U.S. SENATOR FROM THE STATE OF WISCONSIN

Mr. Chairman, I appreciate this opportunity to appear before the subcommittee to speak briefly about Amendment 122 to the Elementary and Secondary Amendments of 1967.

No single body in the Congress is as concerned with the future of American education or as aware of the deepening crisis it faces today as is this subcommittee.

Three out of every ten Americans are enrolled in school at a current annual cost of $50 billion. In the fall of 1966, 43 million students were enrolled in the

nation's elementary and secondary public schools. Since last year, enrollment has risen 2.6%; yet, an estimated 1 million students will become dropouts during this academic year.

Today in the United States eleven million adults have not completed the 6th grade and 3 million are totally illiterate.

It is estimated that in the school year beginning in September, 1967, the nation's elementary and secondary schools will require 232,400 new teachers, while only 63,100 new teachers are expected to graduate from college in 1967, leaving a shortage of 169,300. By 1975, we will need an additional 390,000 teachers in elementary and secondary schools.

The solution to the problems of American education does not lie in increased funds alone. A major effort must be made to retain teachers now employed and to attract dedicated, new young people to the teaching profession.

A long overdue first step in this area would be the elimination of the countless menial and trivial, non-instructional tasks teachers are now required to perform.

A letter to me in support of the Teacher Aide plan signed by a group of some 20 school teachers from Madison, Wisconsin, listed the duties they must perform in addition to teaching:

1. Supervising the lunchroom.
2. Itemizing monthly lunch bills for each pupil.
3. Supervising the playground during the noon hour.
4. Collecting lunch money.
5. Collecting savings stamp money.
6. Collecting photograph money.
7. Selling tickets for school events.
8. Collecting PTA dues.
9. Pre-school supervision (due to bus schedule).
10. Post-school supervision (due to bus schedule).
11. Daily, quarterly, yearly attendance records.
12. Yearbook orders and collecting money.
13. Checking standardized tests.
14. Playground recess duty.
15. Typing dittos.
16. Preparing duplicated materials.

Central Michigan University undertook a study in the 1950's which revealed that from 21% to 69% of a teacher's day is occupied by such non-instructional jobs.

The added responsibility of performing tedious nonteaching tasks has a greater effect than merely being time consuming. The teacher's image as a professional person is tarnished and his morale is lowered. The years of study and intensive training teachers undergo result not only in inadequate salaries but in relegation to menial tasks that his fellow professionals, lawyers, technicians and scientists do not have to do.

An idealistic, highly motivated young person can hardly be blamed for his reluctance to embark on a teaching career. In recent years, one million teachers have left the profession to seek other jobs.

The children are also victimized by this system. How can a teacher, so immersed in trivia, give proper attention and counsel to his students?

President Kennedy said: "Our progress as a nation can be no swifter than our progress in education. The human mind is our fundamental resource."

The education crisis facing our Nation must be met with new and imaginative ideas. The problems created by modern society and technology are new and so must the solutions be new. Old patterns of thought and policy must be replaced when circumstances prove them outmoded.

The utilization of teacher aides can be a valuable tool in reshaping the professional image of the teacher. There are large numbers of talented, conscientious housewives and other personnel able to spend part of or all of the school day at work.

These people, some having college credits and others even possessing degrees, will play a valuable role in their local educational system. Three categories of aides may be drawn:

School aides—who would assist with general noninstructional school activities:

Clerical aides—who would assist with the mechanical tasks in libraries, school offices and other locations.

Classroom aides—persons qualified to work under the supervision of a teacher in the classroom in supervising pupil activities.

The list of specific tasks now performed by teachers that could be done by aides is convincing evidence of the trivia now burdening our teachers. A sampling of these jobs include:

1. Patrolling school corridors and grounds between periods and during recess.
2. Monitoring lunch rooms.
3. Routine room duties, housekeeping.
4. Record attendance.
5. Keep milk records.
6. Correct objective tests and drill exercises.
7. Distribute supplies.
8. File records.
9. Type study help.
10. Assist with reports—cumulative records.
11. Errands and phone calls.
12. Assist with clothes, boots, and so forth.
13. Read stories.
14. Assist in supervision of activities.
15. Qualified personnel would help children in need of individual attention and instruction, under the supervision of qualified teachers.

Their first partial list of jobs need not be limited to these tasks alone. Local school administrators, principals, and teachers can best determine the capacity in which teacher aides can serve. The functions of the aides may vary substantially among the different communities depending upon the need.

Residents of the neighborhood, trained to assist the teacher, can help the child become familiar with the ways of the school as well as help the teacher to better understand the student.

Parents of slum school children can also develop a better relationship with school authorities through the aides. This program will not be limited to slum schools, however. All students will enjoy greater individual attention by teachers freed from clerical and monitorial duties.

The purpose of the Teacher Aide program is thus essentially to help the teacher. There are thousands of capable, responsible housewives and others throughout the Nation who are willing to work in the schools to help make the teacher's job more manageable.

There are also many former teachers who, after demonstrating their qualifications and under proper training and supervision can provide individualized attention for students, much in the same manner as Teacher Corps interns.

Teacher Aides are now employed under various Federal programs such as Title I of Elementary and Secondary Education Act, ADTA and OEO grants. Specific mention of the need to train Teacher Aides is made in Title I of the House-passed version of the 1967 ESEA amendments as well as in the new Education Development Professions Act passed last month by the Congress. However, no specific training mechanism exists and no coordination is provided to insure maximum effectiveness of the programs. Enactment of this amendment would create one program to train and employ teacher aides and eliminate the overlap which now exists.

Proper applications must be submitted jointly by the local educational agency and the university that will conduct the preservice training. They will then be forwarded for review and recommendation to the state educational agency before being accepted by the U.S. Commissioner of Education. Principals and teachers who will utilize the service of aides will participate in the preservice training to enable them to develop a good working relationship with the aides and to allow them to determine how to best use the aides.

A school will be eligible to participate in the program for three years. Authorizations under this amendment provide for the training costs of the projects and for 75% of the aide's salary costs during the three years. The remaining 25% will be met by the local governmental agency.

Distribution of funds to the states will be based on the percentage of children aged 3 to 17 living in each state.

Upon the initiative of Congressmen Steiger of Wisconsin and Scheuer of New York, provisions for a teacher aide program were included in the House-passed version of the ESEA amendments of 1967. I am hopeful that after hearing the expert witnesses who will testify on behalf of this plan later this summer, the subcommittee will act favorably on the proposal.

Since introducing this legislation last January, I have received many letters of support from teachers and school officials throughout the United States. I ask that samples of these letters and statements be included in the Record.

Again, allow me to express my appreciation to the Chairman and the subcommittee for inviting me to appear before you today.

Senator YARBOROUGH. Senator Nelson, are those—do you hold in your hand there a sampling of the letters?

Senator NELSON. I have just a sampling of the many letters.

Senator YARBOROUGH. Well, if that sampling that you have is not too voluminous to file in the record, and those are representative samplings that you would like for members of the subcommittee to see, I will order those printed in the record.

Senator NELSON. I will ask that they be printed.

Senator YARBOROUGH. All right; I will order that these be printed in the record.

(The letters referred to, follow:)

UNIFIED SCHOOL DISTRICT No. 1,
Racine, Wis., February 10, 1967.

Hon. GAYLORD NELSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: I was pleased to note that you had introduced Bill S–721 calling for a nationwide Teacher-Aide Program.

A Para Professional or Teacher-Aide Program could be of valuable assistance in providing for the better utilization of certified personnel in our Nation's schools. As education seeks to close the gap between *what we know* and *what we actually do*, trained Para Professionals working with the certified teachers could provide unique learning opportunities for students that are not possible under existing staffing policies. I support this measure.

Sincerely yours,

EARL I. NELSON,
Principal.

WISCONSIN EDUCATION ASSOCIATION,
Madison, Wis., January 31, 1967.

Hon. GAYLORD NELSON,
Senate Office Building,
Washington, D.C.

DEAR SIR: I am very pleased to read in the newspapers and to receive your communication of January 26, 1967 stating that you were introducing legislation that would allow time for regular teachers to teach and not be involved in so many clerical duties.

This would be accomplished, as you say, by creating a nationwide teacher aide program. This office will be very much interested in that bill and after you have introduced it I would appreciate receiving copies of it so that I may tell the members of the Wisconsin Education Association what the bill does and what can be done to relieve them of their heavy burdens.

I want you to know that the members of the Wisconsin Education Association will be made aware of your continued interest in education.

Sincerely yours,

H. C. WEINLICK,
Executive Secretary.

MADISON, WIS., *February 2, 1967.*

Senator GAYLORD NELSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: I just recently read in the newspaper that you have presented a Bill (BS 721) to the Senate to create a nationwide teacher aide program to train and employ housewives and others to relieve teachers of non-teaching tasks. Again you have hit the "jackpot" with another good idea.

You might be interested in a program we have had at the Glenn W. Stephens School in Madison for the last four and a half years. A few of us housewives started to help the librarian when our school was first getting started with a new library. This Library Committee has now grown to twenty-five volunteers and still growing. A Mother helps at the Library every day of the week thus freeing the Librarian from the mountains of clerical tasks that confront her. She is therefore able to spend much more time helping the children with their research, book selections etc.

Certainly other teachers could use this same type of help so they can spend more time teaching children. Keep up the good work. I write this as a private citizen and also as President of the Glenn Stephens P.T.A.

Sincerely yours,

JEAN CRONON.

P.S.—I read your article about water pollution in the Progressive magazine. I hope you can do something about that, too.

SLINGER, WIS.

Senator NELSON,
Washington, D.C.

DEAR SENATOR NELSON: I am a high school classroom teacher and I think your proposed teacher aide bill is wonderful.

If the bill is made into law I hope the classroom teacher will benefit. Of late, many educational ideas have not only failed to help the classroom teacher but in fact have created more work.

College professors, far from the scene, or "front office" oriented administrators or our ever increasing school specialists, will all present their view. If this is the only information you receive the aides will never reach the classrooms.

Received some of your data from the "work horse's" mouth, the classroom (where the action is) teacher.

Very truly yours,

VERNON ELLIS,
Science Teacher, Slinger High School.

INDUSTRIAL MANAGEMENT CONSULTANTS, INC.,
Madison, Wis., February 2, 1967.

Hon. G. A. NELSON,
U.S. Senator,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: I was pleased to see the article in a Madison newspaper relative to your introducing legislation creating a nationwide Teacher Aide program. Being a former educator, I can appreciate the gravity of the teacher shortage, and this program should prove effective in relieving teachers of non-teaching tasks.

Best wishes for your success in the project.

Sincerely,

JOHN R. WRAGE, *President.*

P.S.—For your information we are enclosing a copy of our first Title I, Higher Education Act, newsletter, and a listing of projects funded thus far. (We will soon have a six month progress report which we will send you). We feel (of course!) that this too is a fine program worthy of your continued support.

In our newsletter we have a spot for "Comments." We would certainly welcome an opportunity of including a comment from you concerning any phase of Title I of the Higher Education Act.

FEBRUARY 13, 1967.

Senator NELSON: I recently read of your proposal to create a Nationwide Teacher Aide program, to help relieve school teachers of non teaching tasks. As a former teacher, now housewife, I think this is a very important bill we need to attract more good teachers and keep them in the field. I hope you will continue to fight for this bill.

MRS. BERNARD DORNKE.

WISCONSIN ASSOCIATION OF SPECIAL EDUCATION ADMINISTRATORS,
Madison, Wis., February 7, 1967.

Senator GAYLORD NELSON,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: On behalf of the Wisconsin Association of Special Education Administrators I wish to strongly support, without reservation, your proposed bill supporting the teacher aide concept.

In the area of special education we have used paraprofessional staff successfully for a number of years. We feel that this concept is a most valid one, applicable to all areas of general education, permitting full and optimal service from our professional staff.

Sincerely,

GEORGE H. STOCKTON, Ph. D., *President.*

MADISON PUBLIC SCHOOLS,
Madison, Wis., February 7, 1967.

Senator GAYLORD NELSON,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: On behalf of the children and parents who will profit from the expansion and improvement of our special education services, I wish to thank you for your support of Title VI legislation. You have quickly recognized that one of the biggest problems will be finding adequate staff to do the job. For a number of years we have used paraprofessional personnel in our special education programs. These matrons and teacher aides have proven to us that they can make a most significant contribution in allowing us to get optimal service from our professional staff.

I wish to support, without reservation, your bill proposing universal recognition and support for the teacher aide concept.

Sincerely,

GEORGE H. STOCKTON, Ph. D.,
Director of Special Education.

HUNTINGTON, LONG ISLAND, N.Y., *February 12, 1967.*

Hon. GAYLORD NELSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR NELSON: Your National Teacher Aide Program is a constructive way to improve American education.

As a high school history teacher I never have enough time to work with and counsel individual students. Also over the years I have developed many visual materials, but I am always plagued by lack of time to improve these aids.

The inefficient use of professional staff in education is a national disgrace. A private business run in such a manner would go bankrupt in a year.

If you need a witness before the committee considering this bill, I would be glad to volunteer.

Yours very truly,

FRANKLIN R. MCELWAIN.

UNIVERSITY EXTENSION,
THE UNIVERSITY OF WISCONSIN,
Madison, Wis., February 2, 1967.

Hon. GAYLORD NELSON,
Senate Office,
Washington, D.C.

DEAR SENATOR NELSON: I am most pleased to learn of your introduction of a teacher aide bill. I can think of no educational investment which has greater potential for return.

As you may know, University Extension is cooperating with the School of Education, the Research and Development Center, the State Department of Public Instruction, and the Madison and Racine Schools in training teacher aides, with focus on *Instructional aides.* We feel this University has much it

can and should contribute to aide training programs, particularly in training those people who will be responsible for organized in-service programs conducted by school systems. I am currently directing this aide training project, and Mrs. Doris Cook of the Research and Development Center is Co-Director for Curriculum. We hope to have the project funded eventually through UMREL.

We greatly appreciate the interest and effort you have shown in developing this Nations' educational system.

Sincerely yours,

JACK C. FERVER,
Assistant Professor Extension Education.

RIO, WIS., *March 5, 1967.*

DEAR MR. NELSON: I was very glad to hear about bill S–721, which you introduced. The burdens that are being put upon the teacher today takes up so much of her time that she cannot be as good a teacher as she wishes. I know for I am a third grade teacher in the Rio School system. Every year we are given more paper work to do. I agree with you, much of this could be done by an aide with very little training and expense.

Yours truly,

MRS. WALTER SUNDE.

MADISON, WIS., *December 8, 1966.*

Senator GAYLORD NELSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: I was elated to read in the Capital Times that you are sponsoring a bill for teacher aides!

It is true that many teachers leave the profession because of the non-teaching tasks. Each year the list of such tasks becomes longer.

I will be eagerly watching to see the outcome of your bill. For the sake of better teaching I do hope you succeed.

Sincerely,

MISS ELSE SOLBERG.

MONONA, WIS., *December 16, 1966.*

Senator GAYLORD A. NELSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: Your proposal to initiate a teacher's aide program is a positive step forward in the educational field. For many years other professions have had an aid program so they could be more beneficial to society.

You have our support for this proposal. With aides, teachers can use their creative and specialized skills to a much better advantage.

Sincerely,

Sam Baller, Cathie Swenson, Sharon Klein, Carolyn Manson, Kathleen Dorn, Lynda Botte, Ethel West, Karen Kiessling, Jeanette Nelson, Elizabeth Williams, Gloria Lundquist, Kathleen Nelson, Susan Brocket, Richard Miyagawa, Wilma Reuter, Joyce Saveressig, Joyce Filpi, Leone Helstad, Judy Van Ryzin, Jennie Seiberlich, Mary Ann Steckling, Jeanette Liska, Kathleen Haring.

MADISON, WIS., *December 9, 1966.*

Senator GAYLORD NELSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: What can we do to help get the support necessary to see your proposal for a national teacher aide program adopted by the next Congress? Is there any hope in the face of the current mood for curtailing everything in the budget not directed toward Vietnam? Many, many teachers have felt all along that there is more need for personnel than for all the new gadgets that we don't have time to use properly.

The morning the news about your proposal appeared in the *State Journal* one of the elementary teachers in our Monona Grove system called at 7:45 to

ask whether I had seen the item and if we couldn't do something to show our strong support. If there is anything you think the *Monona Grove Education Association* can do, please let us know.

Yours very truly,

JANE E. BJORKLUND,
Chairman, Legislative Committee,
Monona Grove Education Association.

NU MINE, PA., *February 6, 1967.*

Hon. GAYLORD NELSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR NELSON: I have read your proposal for a national teachers aide program.

I think this is a very good thing. Teachers today have many many non-teaching responsibilities.

With aides to help them, teachers will be able to do a much better job at teaching.

I hope you succeed in having your bill passed.

Sincerely yours,

Miss SANDY HIMES.

HOLMEN, WIS., *February 7, 1967.*

Senator GAYLORD NELSON,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR NELSON: As chairman of the Holmen Education Association's Research and Improvement Committee and on its behalf, I wish to express approval of your bill to create a voluntary national teacher aide program to relieve teachers of nonteaching tasks.

It is our belief that such a program would not only increase the teacher's available time to help students in academic work, but would also eliminate one of the factors which we believe discourages many capable people from entering the profession.

We appreciate your efforts to better the teaching situation and to promote progress toward better education.

Yours truly,

(Mrs.) LOUISE KERR.

THE UNIVERSITY OF WISCONSIN,
Madison, Wis. February 7, 1967.

Hon. GAYLORD NELSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR NELSON: We in University Extension are greatly interested in your Teacher Aide Program, Bill S–721. We believe that this would make a significant contribution to relieve the teacher shortage.

If this bill is passed we would hope to provide assistance in the training called for under the program both in training the trainees and in training the trainers at other educational institutions.

We shall be happy to promote support for the bill.

Sincerely,

GEORGE B. STROTHER,
Assistant Chancellor.

UNIFIED SCHOOL DISTRICT NO. 1,
Racine, Wis., February 7, 1967.

Hon. GAYLORD NELSON,
U.S. Senate,
Senate Office Building,
Washington, D.C.

DEAR SENATOR NELSON: I want to thank and congratulate you for introducing a bill into the Senate to encourage through federal funds the training and use

of teacher aides in the public schools. I have contended with my colleagues for some time that since children learn through many media of instruction that teacher aides could broaden and strengthen instruction and will soon be of vital importance to provide the educational program that boys and girls need in today's world.

I have not had an opportunity to meet you since I only began my duties as superintendent of schools in Racine on January 9, 1967. I did have an opportunity to hear you talk at the WASB meeting in Milwaukee on January 19.

I previously served as superintendent of schools of District #189, East St. Louis, Illinois. We developed a program involving the training and use of teacher aides with the training administered jointly by our School District and Southern Illinois University. I felt that this program in a very short time made a major impact upon the education in the School District.

Please accept my best wishes for your success and my offer for any assistance possible in the future.

Sincerely yours,

DR. JOHN T. GUNNING,
Superintendent of Schools.

WAUNAKEE PUBLIC SCHOOLS,
Waunakee, Wis., February 9, 1967.

Hon. GAYLORD NELSON,
U.S. Senate,
Washington, D.C.

DEAR MR. NELSON: May I take this opportunity to express my support for your legislative aim concerning the "Teacher Auxiliary Personnel Bill". This bill, if approved, would enable my district to provide more effective teacher leadership in the classroom and structurally allow clerical tasks and other duties to be assigned to teacher aides.

The financial structure of my district is 80 per cent dependent on real estate and property classifications which in itself will required a selection of an alternate revenue source. It would appear that my community attitude has been and still is in support of an innovative curriculum. But, this can change rapidly with the current stress for revenue to support the instructional budget. This is why I recommend the teacher aide bill for consideration.

I feel that the proposed bill would allow us to present a functional instructional program with future limitations of revenue from described sources. Teacher aides will provide services that can make the curriculum and environment more receptive to all our pupils.

May I encourage you to contact me if I can provide supportive data for this legislation.

Please keep me informed of any studies or information that relates to monetary sources for educational revenue. I am not in complete support of the present programs directed by the federal government due to poor timing and questionable status for a specific number of years of programs adopted. May I recommend closer coordination of planning through State Departments of Education, community leaders, teachers, and educators.

In closing, I commend you and fellow legislators for your courageous leadership in directing the future of our great country.

Sincerely,

MARVIN BERG, *Administrator.*

LADYSMITH PUBLIC SCHOOLS,
Ladysmith, Wis., February 11, 1967.

Senator GAYLORD NELSON.

SIR: I support your efforts towards S. 721 for a Teacher Aide Program.

I have long felt an interest in this subject for in 1958 I chose this topic for a graduate paper requirement in school administration at the University of Wisconsin.

Sincerely,

EDWARD FALSTAD, *Principal.*

Senator YARBOROUGH. Thank you, Senator Nelson. Congratulations for this very informative statement. I read it while you were talking.

With this list of duties that these teachers have to perform in addition to teaching, it is not surprising that we find that this survey that Central Michigan University undertook revealed from 21 percent to 69 percent of the teachers' day was occupied in these different noninstructional tasks, such as collecting money for things, for lunch money, savings stamp money, photograph money, school events, selling tickets, collecting PTA dues.

I cannot help but believe that the image of the teacher is badly tarnished if they have to spend so much time telling children, "You bring me money for this and that." I agree with you thoroughly.

Senator NELSON. I think that this imposition of nonteaching duties and responsibilities is one of the significant reasons to account for the fact that 1 million teachers have left the teaching profession in recent years to seek other jobs.

Senator YARBOROUGH. Well, congratulations to you for your leadership.

Senator Dominick.

Senator DOMINICK. Senator, I would like to ask a couple of questions.

Under part D of the bill, which we passed June 28 of this year, there is a provision which says that programs or projects under this section may include, among others, programs or projects to teach teachers' aides, and other nonprofessional educational personnel.

Is it your feeling that your proposal will supplement that by actually paying them while they work?

Senator DOMINICK. That is, title V of the act.

Senator NELSON. Is this title V of the Higher Education Act you are referring to?

Senator DOMINICK. Yes, as now contained in the act passed June 28.

Senator NELSON. As I mentioned in my opening remarks, there are provisions that teacher aides can be used in school districts now. I said earlier, I think you would have to do some revising of the present law to be sure it was coordinated.

The idea here is that every school district in America, regardless of whether it is a deprived district or not, based upon the number of children of school ages 5 to 17, could receive an allocation to establish a formalized teacher aide program, and this sets up the mechanics for doing it. It requires that you have a participating college or university for the training aspects, whatever training aspects are necessary. It requires a program be established in cooperation with the local superintendent of schools, and the State superintendent of public instruction and the university, and then approved by HEW.

Then it would establish a program for 3 years, in which, as I say, every school would be eligible for participation.

This, actually, formalizes a program which can be established within some method or other by local school districts now.

Senator DOMINICK. I was going to ask you that. Is it not possible for the local school districts to do this now if they feel so inclined?

Senator NELSON. I am advised that under title I it can be done, but is then limited to the so-called deprived schools.

Senator DOMINICK. They can do it under their own aegis in any school district they want to, can they not?

Senator NELSON. I think any school district could do it on its own; that is right. This program aims at establishing a teacher aide program with Federal funding for 3 years in any school district with a 75–25 funding. At the end of that 3 years the school district itself has to pay for all of the funding.

Senator DOMINICK. The reason that I raised the question is, if this is so necessary, I wonder why more of the school districts have not done this.

Senator NELSON. Well, I wonder, too.

As a matter of fact, quite frankly, as I look around at our school districts, I do not see much imagination in the local schools nowadays. My belief is that with this tremendous shortage of teachers and the imposition of all kinds of nonteaching duties on the teachers, it is necessary to demonstrate, that we can improve the school system by the utilization of teacher aides, and that if we set up a program with 75 percent Federal funding and 25 percent local funding, that the school districts will get into the program; they will discover that it is a valuable one, and that they will be prepared at the end of 3 years to carry on their own program without Federal help.

That is the objective of my proposal.

Senator DOMINICK. Thank you.

Senator YARBOROUGH. Senator Randolph.

Senator RANDOLPH. Thank you, Mr. Chairman.

Senator Nelson, you list some of the tasks that are being carried forward in the classrooms by the teachers. You refer to these tasks as falling into a category of trivia.

Senator NELSON. Let me say I do not really mean to say that it is trivia. It is nonteaching, noninstructional responsibilities for which within any community there are responsible women who would be able to handle the job. I do not say they are not important. I think these duties are important, but they are nonteaching duties.

Senator RANDOLPH. I appreciate your clarification of that word.

You list 15 specific tasks. Earlier you listed 16 duties that are performed by teachers other than in their regular teaching assignments.

I do not want to become involved in a philosophical discussion, Senator Nelson, but I do not find in any testimony of witnesses any suggestions or recommendations or approaches in an effort to secure discipline within the classroom.

Would you discuss this subject?

Senator NELSON. Let me first say as to the list you refer to the list of 16—that was not my list. This was just an excerpt from letters that were sent to me.

Senator RANDOLPH. I realize that they were from teachers in your State.

Senator NELSON. Yes. The listing was a listing of my own of some of the responsibilities.

I am not sure I understand what the distinguished Senator is asking me to address myself to.

Senator RANDOLPH. I think that is understandable that you do not understand the way I have posed the question. I realize it is a little rambling the way I have presented it.

But yesterday during Secretary Gardner's testimony and the partial testimony of Commissioner Howe, I asked these two distinguished

educators, as I now ask you, a knowledgeable person in this field, how within our classroom structure of teaching, can we bring in the element of discipline which is so acutely needed today.

I pointed out yesterday that I have many evidences of teachers who are quitting their jobs because of the lack of order in the classroom. There is no attention paid to the teacher. There is roughhousing, as one teacher expressed it to me. I am trying to elicit from anyone suggestions as to how—when apparently at home discipline is not being taught—we can supplement the effort in discipline within the structure of the teaching procedure.

This clarifies the question, I believe.

Senator NELSON. Yes, I do not know that I would have the answer to that, excepting as to one aspect of it. I think in any teaching situation, one, where the child is not interested—and that may be the fault of the teacher, it frequently is—but in any teaching situation where a child does not understand what is going on, is not keeping up in his lessons, that child is likely to become a disciplinary problem.

We found out from the Teacher Corps experience—I talked at great length with the principal of a high school in Milwaukee, and they had brought in a Teacher Corps team. They had had disciplinary problems with a number of their students, and many of them were flunking, two, three, or four subjects.

They were getting into trouble. They would be sent to the principal and, as he put it, "They would send them to me, and I would give them some discipline. I was the big tough guy who disciplined them. And they did not like me. They were not doing any better in their studies. When they got the Teacher Corps team in they selected students from this group of disciplinary problems and put them under the supervision of the Teacher Corps team. Pretty soon the Teacher Corps student had a friend, and for the first time the student who had been failing had somebody who was interested in him."

The statistics were quite remarkable. I have forgotten the percentage, but all of them improved in their classwork. Many of them who had been flunking three or more subjects were now flunking one or no subjects.

The principal told me that the whole disciplinary problem disappeared. So I think that this is part of the discipline problem in any school, if the kids are falling behind, cannot keep up, are frustrated, and I think if you had a good teacher aide program, or any kind of a program where you are giving special attention to a student who cannot keep up, that you solve his disciplinary problem.

Senator RANDOLPH. The program that you have sponsored with others, Senator Nelson, you feel is at least a partial answer to the matter of a better classroom from the standpoint of discipline?

Senator NELSON. I certainly do.

Senator RANDOLPH. I thank you, Mr. Chairman.

Senator YARBOROUGH. Thank you.

Senator Murphy?

Senator MURPHY. I have no questions at the moment. I apologize for not being in here.

Do I understand, Senator Nelson, that when these pupils who had fallen behind, who became the problems, the troublemakers in the

school, they are given special treatment and then the troublemaking stops, and they catch up in their studies——

Senator NELSON. In the high school in Milwaukee the principal said this occurred very dramatically; and that as soon as they got them on a one-to-one instructional basis with the Teacher Corps student, and as soon as this Teacher Corps teacher became their friend, they began to improve in their classwork. And instead of flunking three subjects, they were flunking two, and then one, and then none. He said the whole disciplinary problem with that student disappeared. And it substantially solved the discipline problem in that school.

Senator MURPHY. What effect, if any, did it have on the normal student or the rest of the school? In other words, was there an inclination for some of the others, maybe, who had not been problems to say, "Let's us get to be problems and then we will get special treatment?"

Senator NELSON. I have never heard that issue raised, and I looked at letters, as I know Commissioner Howe has, from literally dozens of high schools around the country on the very remarkable results they got as soon as they got a student on a one-to-one basis with a teacher.

You know, we talk so much about the importance of having a student teacher ratio of 0.5 to 1 teacher, or 28 to 1 teacher. I think that is probably important, but if a teacher has 20 students, which would be a very good ratio in any school, and five of them are failing, the fact that they have a low ratio does not help much. What those five need is that special attention that this teacher cannot give and which the Teacher Corps teacher is giving.

And which, under this proposal, a teacher aide, a woman from the community who has an education maybe in mathematics or literature or geography, or whatever it might be, can then sit down for a couple hours a week, or whatever is necessary, with this student, and help that student. Every parent has seen this in one way or another, his child needs assistance, and they come home to the parent who has an education and many times the parent can help that child.

Senator MURPHY. Is this done completely through the approach of the subject matter, or the education, or is there also an introduction of discipline? In many areas I know that there are complaints about the disappearance of discipline. Discipline when I went to school was one of the first words—discipline was one of the most important words in all of education.

But there are many areas in which it seems to have disappeared; that there is a contest now that the teacher who is in charge has to be very, very careful in the manner in which they discipline a child. This is one of the things that has changed a great deal in the system, and I am not always sure it is for the better.

Senator NELSON. For one thing, I think that if you use local teacher aides for members of the community who know the children in that community, know the families in that community, I would believe that that would be a great aid to discipline. Children who may defy a teacher who is from some place else in the countryside are much less likely to defy an understanding mother from that local community who knows that child's parents and who knows that child.

Second, they found out in the high school in Milwaukee that they would have the Teacher Corps teacher go to the home of the child and

discuss the problem with the parents, and this was in a deprived school district. Pretty soon the principal said, for the first time, these parents started coming to PTA meetings, and when they came to PTA meetings they did not seek out the principal. They did not seek out the teacher. They sought out the Teacher Corps teacher who had become the friend and assistant to their child and who had visited their home.

I think there is a great deal of creativity in that situation, and that the teacher aide program can do the same thing in respect to the parent and child, as the Teacher Corps program is doing in the deprived school.

Senator MURPHY. But there is not any—is there any approach for, to phrase it in simple terms, punishment for crimes or punishment for bad behavior? I have an example in mind. It had nothing to do with a deprived area. It was a very exclusive area, if you will, where youngsters in the school had gotten out of hand and then one Sunday they took a hot-rod car and drove it around four greens on a golf course, skidded it.

Now, this was pure mischief-vandalism. And they did not know what to do with them. And I made a suggestion that they get a sentence like an adult, but instead of serving it in prison, they had to come every weekend for 30 days and work on that golf course. And these five young men have never been in trouble since. And they were on the verge, as all of us have been at one time or another, of hitting that open switch where you go one way or the other.

This is one of the things that I, from long experience, wonder—I know in education, I know in my own family—and I have mentioned this to this committee—my two youngsters could not read, and there is a lady who lives in Beverley Hills. Her name is Smith. We call her, $8-an-hour Smith. And you send your children there and they are taught to read. And they catch up on their studies right away. Maybe that was my trouble.

But aside from that, there have been other problems in the schools, in that it seems to be a great theory, and I just wonder how much practical results are coming out of this.

I am very gratified with your answer with regard to the operation of the troublemakers disappearing once they get back up and into the slot with the other students.

Senator NELSON. I think that it just is a fact that in many schools there are children—in whom, nobody has ever shown any interest—maybe, not even their parents, and I think in terms of discipline any child you show interest in as a friend and attempt to help, usually becomes a much better child. And I think the discipline problem disappears. And any parent who sees that the school system, through the teacher aide or Teacher Corps system, or any other way, is really trying to help that parent's child, becomes a friend of the school and cooperative and helpful. And I think this teacher aide program would be a very valuable step toward solving a number of these problems.

Senator MURPHY. Thank you very much, Senator.

Senator DOMINICK. Mr Chairman, I wonder if I could just ask two more questions.

Senator YARBOROUGH. Senator Dominick.

Senator DOMINICK. Senator, is it your feeling that the need here is for the training of teachers' aides, or are you just simply trying to fiuance whoever might be available for this work?

Senator NELSON. I think, Senator, there are at least two general aspects to this problem.

One, those noninstructional responsibilities probably, in my judgment, would require simply some orientation by the school district itself. In other words, supervising the playground or classroom or various other aspects like that would not require very much. You would have to understand what the school system was about and what the rules were, and how the school system wanted those noninstructional duties performed, and that would require some orientation by the local school system, itself.

Now, as to instructional duties, it is a little more complicated. I think you have to be sure that the teacher aide who is going to give instruction under the appropriate supervision of a qualified teacher knows the subject matter. It may very well be that the university, the local school district, and the superintendent of public instruction would say to this group of teacher aides, "you need a refresher training course of *x* period of time in order to qualify."

On the other hand there are many educated women in the community who know the field of geography, mathematics, whatever the courses are, and under the supervision of the school district, of the school system, would give the 1 to 1 assistance and aid to students in the school.

We believe that in the bill we authorize the creation of the system and the additional training and education. We leave it to the judgment of the superintendent of schools and the local school district and the university, as to how much, and under what circumstances.

Senator DOMINICK. My only problem with your proposal, which I think is excellent in theory, is why do we need a Federal program? There are some districts which have done it already.

Senator NELSON. Pardon?

Senator DOMINICK. There are some districts which already have student aid teachers aides in them, and it seems to me any district that feels they need them could just put them in.

Senator NELSON. They certainly could. The reason I put it in this proposal is that I think it is a substantial solution to a very serious problem, and that one way to prove it to the school districts is to set up the mechanics of the program, give them assistance and cooperation with the university, the superintendent of schools, and give them 75 percent of the money for 3 years, and then they will find out, I think, that is a fruitful, valuable program that they will be willing to sustain on their own.

In other words, quite frankly, it is a proposal which I think we ought to try to induce the schools to experiment with. I am confident that out of that they will find that it is a valuable program, and that they will sustain it themselves.

Senator DOMINICK. I want to say I think it is a valuable program, but I do not know that it is valuable to the tune of $300 million with our present budget situation.

Senator NELSON. I put that in before that problem became as serious as it did, Senator. I am sure that under the present circumstances if any such program were authorized, it would be on a reduced basis. I do not know that this is, as drafted, the final answer by any means. And I am sure that Commissioner Howe and some of the other experts will have some comments on it.

What I have really proposed is an idea here which I think could be very valuable in the school system.

Senator MURPHY. Mr. Chairman, may I ask one other question?

Senator YARBOROUGH. Sure.

Senator MURPHY. Is it your idea, Senator, that this be confined, or mostly take place in the elementary schools?

Senator NELSON. No, primary and secondary, and any school—no qualification as to deprived school or not.

Thank you, Mr. Chairman.

Senator YARBOROUGH. Thank you, Senator Nelson.

Commissioner Howe, you will come around, please, with your staff.

Proceed, Mr. Commissioner.

I believe you were down to section III of your statement, yesterday; is that correct?

Mr. HOWE. That is correct, Mr. Chairman.

Senator YARBOROUGH. I had a forced absence before you finished that, but I am advised by the staff that you reached that point.

You may proceed from there.

STATEMENT OF HAROLD HOWE II, U.S. COMMISSIONER OF EDUCATION; ACCOMPANIED BY NOLAN ESTES, ASSOCIATE COMMISSIONER FOR ELEMENTARY AND SECONDARY EDUCATION; ALBERT L. ALFORD, ASSISTANT COMMISSIONER FOR LEGISLATION; JOHN F. HUGHES, DIRECTOR, DIVISION OF COMPENSATORY EDUCATION; AND B. ALDEN LILLYWHITE, ASSISTANT COMMISSIONER, DIVISION OF SCHOOL ASSISTANCE

Mr. HOWE. Mr. Chairman, with your permission, what I would like to do is summarize rather briefly the remainder of my testimony and leave opportunity for more questioning during this morning if that is acceptable to you.

Senator YARBOROUGH. I think that would be.

Any objection from members of the subcommittee? [No response.]

No; go right ahead.

Mr. HOWE. I will just comment on the remaining testimony by calling attention to major points.

TITLE V ESEA

First of all, in regard to title V of the Elementary and Secondary Education Act, we believe that this legislation is operating well, and we call your particular attention to section 505, which arranged for a 15-percent set-aside for funding under title V to be administered by the Commissioner of Education for interstate and regional projects of a variety of kinds. Quite a number of these projects have been started. We believe that they are doing a great deal of good, broadly, in the world of elementary and secondary education in the country. And we call to your attention that the House of Representatives cut out this 15-percent set-aside in enacting its bill on elementary and secondary education.

We are asking you to consider the return of that section and that particular set-aside, and we cite in the formal testimony, certainly, a

number of examples of the advantages being gained under that particular aspect of the legislation as it now is.

SET-ASIDE PROVISIONS

I would like to mention, also, in connection with title V of the Elementary and Secondary Education Act, the testimony which the Secretary gave yesterday in regard to our desire to have within this legislation a specific section referring to planning activities by States, and reserving a portion of funds——

Senator YARBOROUGH. Do you intend to plan that yourself or let the States do some of that planning?

Mr. HOWE. The planning would be entirely done by the States.

It is a matter of making funds available for planning, and it is our experience that funds given to the States under title V at the present time are being used primarily in other areas besides planning, and that planning activity by the States under title V is diminishing gradually, so that we suggest that a certain portion of these funds be allocated to the States for planning purposes. And again, the Secretary gave very detailed testimony on that matter yesterday, so I will not amplify it at this point.

VOCATIONAL EDUCATION PROPOSALS

Turning, then, to another major section of my testimony on new programs and vocational education. We have before the Congress this year a proposal for new legislation to support innovative projects in vocational education, a proposal which would allocate to each State through a formula of eligibility a certain proportion of funds.

We are proposing $30 million for this entire program. And we believe that vocational education specifically needs the kind of stimulation in new curricular developments, in new patterns of counseling for youngsters receiving the benefits of vocational education programs, in connection between vocational services in the schools, and employment opportunities, both while the youngster is in school, through work-study arrangements, and after he leaves school, by having the school participate in helping him get placed in a job.

We believe that these elements are elements which need new support and which this innovative program in vocational education will help in a broad way, and provide demonstration projects in every State in the country from which other vocational schools and vocational endeavors in the regular schools can learn. So that we have this new legislation before you in the realm of vocational education.

PUBLIC LAW 815 PROPOSALS

Finally, Mr. Chairman, in this brief summary of my testimony, which I assume is entered in its entirety in the record, I will say that we have the proposal before you for minor changes in Public Law 815, giving more flexibility for construction for the benefit of Indians on reservations and for educational facilities for Indians on reservations.

Present legislation so arranges our grants for this purpose that we must make requirements for expenditure of funds available already

before we get into the picture with the funds under our program, and we think that there should be somewhat more flexibility on this.

These are the major points developed in the remainder of this formal testimony and, again, I am assuming this is in the record and that we will go on from this point with questioning.

Thank you very much, Mr. Chairman.

Senator YARBOROUGH. Thank you, Mr. Commissioner. Your entire statement has already been printed in the record.

I will defer my questioning until later because the subjects I have in mind might be covered by questions of other members of this subcommittee. But before I start, since I was necessarily absent during some of your testimony yesterday, I am going to ask about a couple of points which I missed.

Do you propose any change in the formula or amendments to Public Laws 815 and 874, other than the one you mention on page 27 of your statement? That, as I understand it, relates to the Interior Department and the education of Indian children.

Mr. HOWE. No, sir; this is the only change we proposed.

Senator YARBOROUGH. Do you plan to take the money for the education of Indian children out of what would otherwise be granted under Public Law 815? Do you plan to ask for increased moneys, or is this an effort to put under Public Law 815 the same amount of money as several other functions?

Mr. HOWE. Could I ask Mr. Lillywhite, our expert on these matters, to be sure we give a correct answer on these questions?

Why don't you come up here, Mr. Lillywhite?

Senator YARBOROUGH. In other words, I am curious as to why the provision for Indian children is put under Public Law 815.

STATEMENT OF B. ALDEN LILLYWHITE, ASSISTANT COMMISSIONER, DIVISION OF SCHOOL ASSISTANCE, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. LILLYWHITE. It is already there.

Senator YARBOROUGH. Pardon?

Mr. LILLYWHITE. It is already there. It has been for 15 years. This is simply giving a little more flexibility to do the job, after we found that there were some situations that could not be met by the present provisions.

Senator YARBOROUGH. This, then, is not an effort to split the Public Law 815 money to use part for the Indian children and part for the original purposes?

Mr. LILLYWHITE. No. Indian lands are considered Federal property the same as any other Federal property, and the children connected with the Indian reservations have been eligible under 815 and 874 since the law was enacted.

Senator YARBOROUGH. Well, understand, I am for the education of the Indian children. I just did not want something else used as a gimmick to destroy the impacted aid law since the Office of Education has often expressed problems with the impacted area laws.

Mr. LILLYWHITE. I think this will strengthen it, Senator.

Senator YARBOROUGH. Financially? Financially, is this going to be strengthened by the former law, or with the money after? After all,

there was a saying, "Money makes the mare go," back in the horse-and-buggy days, but it still applies in a mechanistic age.

Mr. LILLYWHITE. It helps us do a little better job for one of the most disadvantaged groups we have in the country.

Senator YARBOROUGH. And it will not otherwise impair the amount of money going over the country generally to the impacted areas, is that right? If it is, I am in favor of setting up a separate provision putting this money in another program.

Mr. LILLYWHITE. This section already—there is a special section, No. 14, designed to meet the specific kind of problem that exists around the Indian reservation——

Senator YARBOROUGH. Yes.

Mr. LILLYWHITE. These districts now participate in the money that is appropriated under 815.

Senator YARBOROUGH. Yes.

Mr. LILLYWHITE. Now, the slight liberalization will increase the cost perhaps 2 or 3 million a year, and that is the sum and substance of it.

Senator YARBOROUGH. Well, that 2 or 3 million, are you going to pull that from other moneys going to impacted aid districts over the country?

Mr. LILLYWHITE. I do not think I can answer that, Mr. Yarborough. The total is appropriated in one lump sum, and each one of the sections participate in the money according to the priority of the projects.

There is not enough money appropriated this year, and there is not enough money recommended for next year, but it affects all of the sections of the law the same way.

PUBLIC LAW 815 FUNDING

Senator YARBOROUGH. What is the total amount of money that the Budget has requested for Public Law 815 next year, for the fiscal year beginning July 1?

Mr. LILLYWHITE. $22.9 million.

Senator YARBOROUGH. They have requested $22.9 million?

Mr. LILLYWHITE. That is correct.

Senator YARBOROUGH. What did they request last year?

Mr. LILLYWHITE. $22.9 million.

Senator YARBOROUGH. And the year before?

Mr. LILLYWHITE. $50 million.

Senator YARBOROGH. In 2 years, they have cut that from 50 to 22.9?

Mr. LILLYWHITE. I think this ought to be said, Senator. When the appropriation was submitted last year and acted on, the temporary provisions of Public Law 815 had not been extended. They expire June 30, 1966. The permanent provisions are continuously in effect, so the appropriation request was only for the permanent provisions.

Now, this subcommittee recommended and the Congress extended the temporary provisions for 1 more year, and the Senate added 30 million additional in a supplemental appropriation for 815, for last fiscal year.

Now, again, when the appropriation request was made for the current fiscal year, the temporary provisions had ended, so the appropriation request was only for the permanent provisions.

Senator YARBOROUGH. Now, was that $30 million added by the Senate actually voted on by the House and Senate?

Mr. LILLYWHITE. That was voted for last year. After the temporary provisions were extended, the cost was estimated to increase from 22.9 to 71 million.

Senator YARBOROUGH. And, the Congress actually appropriated 52 million.

Mr. LILLYWHITE. That is corect.

Senator YARBOROUGH. And what is your estimate of the needs for this coming fiscal year?

Mr. LILLYWHITE. If the temporary provisions are extended for 1 year, and the House-passed amendments to extend them for 1 year.

Senator YARBOROUGH. The House passed them?

Mr. LILLYWHITE. Yes. The House-passed bill extends them for 1 year. The need will be an estimated $71 million this year.

Senator YARBOROUGH. $71 million would be the need.

Mr. LILLYWHITE. Right.

Senator YARBOROUGH. Would you take the $2 million more for the Indian children out of Public Law 815; this is $2 million more for the Indian children than you had planned, than you estimated for the past fiscal year? Understand, I am for it if it is needed there, but I am just saying, let's don't pull down on the impacted areas.

Mr. LILLYWHITE. It is a little bit difficult just to pinpoint it. When there is not enough money in the appropriation, each project has to be considered on its relative urgency of need or the priority basis, and projects approved in the order of highest priority. Now, this would increase the cost, perhaps, $2 million.

Senator YARBOROUGH. And if you do not add that much more to the lump sum, appropriation, that has got to be shaved off of other places?

Mr. LILLYWHITE. Perhaps not all of it, because this section competes with the other sections in the priority, so that it would be affected, but very slightly.

Senator YARBOROUGH. Administratively, what do you consider to be the highest priority of all these districts applying?

Mr. LILLYWHITE. The highest priority gets the money first, and then all down until it is gone, when there is not enough to fund them all.

Senator YARBOROUGH. Well, in the interest of time, I will not explore this further at this time, but I know the Bureau of the Budget has been far more hostile to the impacted aid program than the Office of Education. And with the military escalation we have had and the expansion of bases, I think the impacted aid law is more urgent now than it was, say, 5 years ago.

The Senator from West Virginia.

This is on the full statement of Commissioner Howe yesterday and today, Senator Randolph.

Senator RANDOLPH. Thank you, Mr. Chairman.

SECTION 505 GRANTS ESEA

Commissioner Howe, I have a special interest in the approach which is made in Public Law 89–10 in which there are special project grants, under section 505.

The reason I say I have a special interest is because we have had in the Appalachian Redevelopment Act of 1965, the approach on an interstate and regional basis to the problems that are more or less common to the area involved in the Appalachian States.

At the top of page 16, you say the special projects have had a significant interstate approach to common educational problems. So here in specific problems of education you are doing what we are doing in the regional development act that I have mentioned.

I would ask you particularly about what is being accomplished in West Virginia in the 3-year projects under section 505?

Mr. Commissioner, 15 percent of the sums that are appropriated pursuant to section 505 for each fiscal year shall be used by the Commissioner to make grants. Would that mean that this is permissive, or do you take a certain sum of money and then draw from it? Specifically, what has happened in West Virginia with this type of money?

Mr. HOWE. Senator, you will find mentioned down on the lower portion of page 16, one project in which West Virginia is involved.

Senator RANDOLPH. Yes, sir. That is the statewide teacher educational program.

Mr. HOWE. You will find, I believe, that most of the projects funded under 505 tend to be interstate planning endeavors of various kinds, focused on one aspect or another of education.

Now, there is not a large amount of money here under this section. It is 15 percent of $22 million, I believe; is that not correct, Mr. Estes? So that it is not a large sum and cannot support what you describe as major operational projects, but it can bring States together to share ideas and make plans for projects which could be funded either from their own sources or from other Federal sources.

We have been in conversation with representatives of the Appalachian Commission about their interest in further activities under section 505, and this is one of the kinds of projects which we would be considering in the future with this particular piece of legislation put back into being, and the House position on it changed.

Senator RANDOLPH. I believe the House acted unwisely in this instance.

Mr. HOWE. Now, we can give you for the record a specific description of all the involvements of West Virginia in projects related to 505, if you will permit us to submit that for the record.

We can make it more complete than I can be doing it at this point.

Senator RANDOLPH. Yes. That would be desirable, And, if you can, not only for the record here, Commissioner Howe, but also in a letter to me, at my request, to cover these matters in West Virginia.

Mr. HOWE. We would be happy to provide this information.

(The information requested follows:)

STATE EDUCATION AGENCIES PARTICIPATING IN SPECIAL PROJECTS UNDER SECTION 505, TITLE V, PUBLIC LAW 89-10: FISCAL YEAR 1967

Alabama.—Facilitating Desirable Change in the Educational Program for Children and Youth (Regional Curriculum Project); Regional Educational Agencies Project — International Education; Planning Conference for Initiating a Cooperative Program for Developing Educational Leaders in the State Departments of Education in Seven Southeastern States.

Alaska.—Increasing the Effectiveness of Federal-State Cooperation.[1]

Arizona.—Designing Education for the Future: An Eight-State Project; The Development of State Leadership for Improving Educational Opportunities of Farm Migrant Children; Increasing the Effectiveness of Federal-State Cooperation.[1]

Arkansas.—Studying the Role and Policymaking Activities of State Boards of Education; Increasing the Effectiveness of Federal-State Cooperation.[1]

[1] Conference of Chief State School Officers, Mayflower Hotel, Washington, D.C., June 22 to 24, 1967.

California.—The Development of State Leadership for Improving Educational Opportunities of Farm Migrant Children (administering State); Guidelines for Improvement of State Education Agency Personnel Administration, Including Fair and Equal Employment Opportunities (administering State); Strengthening the State-Local Relationships in Urban Education; Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

Colorado.—Designing Education for the Future: An Eight-State Project (administering State); Project Public Information for Improvement of Communication and Public Information Programs for State Education Agencies; Midwestern States Educational Information Project; Studying the Role and Policymaking Activities of State Boards of Education; Comprehensive Planning in State Education Agencies; Increasing the Effectiveness of Federal-State Cooperation.[1]

Connecticut.—New England Educational Assessment Project: Studying the Role and Policymaking Activities of State Boards of Education; Guidelines for Improvement of State Education Agency Personnel Administration, Including Fair and Equal Employment Opportunities; Comprehensive Planning in State Education Agencies; Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

Delaware.—The Development of State Leadership for Improving Educational Opportunities of Farm Migrant Children; Guidelines for Improvement of State Education Agency Personnel Administration, Including Fair and Equal Employment Opportunities; Increasing the Effectiveness of Federal-State Cooperation.[1]

Florida.—Planning Conference for Initiating a Cooperative Program for Developing Educational Leaders in the State Departments of Education in Seven Southeastern States (administering State); Project Public Information for Improvement of Communication and Public Information Programs for State Education Agencies; Facilitating Desirable Change in the Educational Program for Children and Youth (Regional Curriculum Project); Multistate Teacher Education Project (M–STEP); The Development of State Leadership for Improving Educational Opportunities of Farm Migrant Children; A Proposal to Develop Criteria and Guidelines for States Educational Agencies in the Encouragement of Summer Activities for School-Aged Youth; Increasing the Effectiveness of Federal-State Cooperation.[1]

Georgia.—Facilitating Desirable Change in the Educational Program for Children and Youth (Regional Curriculum Project) (administering State); Studying the Role and Policymaking Activities of State Boards of Education; Planning Conference for Initiating a Cooperative Program for Developing Educational Leaders in the State Departments of Education in Seven Southeastern States; Increasing the Effectiveness of Federal-State Cooperation.[1]

Hawaii.—Project Public Information for Improvement of Communication and Public Information Programs for State Education Agencies; Increasing the Effectiveness of Federal-State Cooperation.[1]

Idaho.—Designing Education for the Future: An Eight-State Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Illinois.—Midwestern States Educational Information Project; A Proposal to Develop Criteria and Guidelines for State Education Agencies in the Encouragement of Summer Activities for School-Age Youth; Strengthening the State-Local Relationships in Urban Education; Interstate Certification of Teachers and Other School Personnel (observer); Increasing the Effectiveness of Federal-State Cooperation.[1]

Indiana.—Midwestern States Educational Information Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Iowa.—Midwestern States Educational Information Project (administering State); Great Plains School District Organization Project; Comprehensive Planning in State Education Agencies; Increasing the Effectiveness of Federal-State Cooperation.[1]

Kansas.—Midwestern States Educational Information Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Kentucky.—Tentative Guide(s) for a State Education Agency Fiscal, Personnel and Program Information System; Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

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[1] Conference of Chief State School Officers, Mayflower Hotel, Washington, D.C., June 22 to 24, 1967.

Louisiana.—Regional Educational Agencies Project—International Education; Increasing the Effectiveness of Federal-State Cooperation.[1]

Maine.—New England Educational Assessment Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Maryland.—Multistate Teacher Education Project (M–STEP) (administering State); Tentative Guide(s) for a State Education Agency Fiscal, Personnel and Program Information System (administering State); Strengthening the State-Local Relationships in Urban Education; Increasing the Effectiveness of Federal-State Cooperation.[1]

Massachusetts.—Increasing the Effectiveness of Federal-State Cooperation[1] (administering State); New England Educational Assessment Project.

Michigan.—A Proposal to Develop Criteria and Guidelines for State Educational Agencies in the Encouragement of Summer Activities for School-Age Youth (administering State); Midwestern States Educational Information Project; Multistate Teacher Education Project (M–STEP); Strengthening the State-Local Relationships in Urban Education; Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

Minnesota.—Studying the Role and Policymaking Activities of State Boards of Education (administering State); Midwestern States Educational Information Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Mississippi.—Tentative Guide(s) for a State Education Agency Fiscal, Personnel and Program Information System; Planning Conference for Initiating a Cooperative Program for Developing Educational Leaders in the State Departments of Education in Seven Southeastern States; Increasing the Effectiveness of Federal-State Cooperation.[1]

Missouri.—Midwestern States Educational Information Project; Great Plains School District Organization Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Montana.—Designing Education for the Future: An Eight-State Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Nebraska.—Great Plains School District Organization Project (administering State); Midwestern States Educational Information Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Nevada.—Designing Education for the Future: An Eight-State Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

New Hampshire.—New England Educational Assessment Project; Increasing the Effectiveness of Federal-State Cooperation.

New Jersey.—A Proposal to Develop Criteria and Guidelines for State Educational Agencies in the Encouragement of Summer Activities for School-Age Youth; Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

New Mexico.—Designing Education for the Future: An Eight-State Project; Studying the Role and Policymaking Activities of State Boards of Education; Increasing the Effectiveness of Federal-State Cooperation.[1]

New York.—Interstate Certification of Teachers and Other School Personnel (administering State); Strengthening the State-Local Relationships in Urban Education (administering State); Project Public Information for Improvement of Communication and Public Information Programs for State Education Agencies; Tentative Guide(s) for a State Education Agency Fiscal, Personnel and Program Information System; Increasing the Effectiveness of Federal-State Cooperation.[1]

North Carolina.—Facilitating Desirable Change in the Educational Program for Children and Youth (Regional Curriculum Project); Regional Educational Agencies Project—International Education; Planning Conference for Initiating a Cooperative Program for Developing Educational Leaders in the State Departments of Education in Seven Southeastern States; Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

North Dakota.—Midwestern States Educational Information Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Ohio.—Midwestern States Educational Information Project; Tentative Guide(s) for a State Education Agency Fiscal, Personnel and Program Information System; A Proposal to Develop Criteria and Guidelines for State Educa-

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[1] Conference of Chief State School Officers, Mayflower Hotel, Washington, D.C., June 22 to 24, 1967.

tional Agencies in the Encouragement of Summer Activities for School-Age Youth; Studying the Role and Policymaking Activities of State Boards of Education; Guidelines for Improvement of State Education Agency Personnel Administration, Including Fair and Equal Employment Opportunities; Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

Oklahoma.—Guidelines for Improvement of State Education Agency Personnel Administration, Including Fair and Equal Employment Opportunities; Increasing the Effectiveness of Federal-State Cooperation.[1]

Oregon.—Tentative Guide(s) for a State Education Agency Fiscal, Personnel and Program Information System; The Development of State Leadership for Improving Educational Opportunities of Farm Migrant Children; Studying the Role and Policymaking Activities of State Boards of Education; Increasing the Effectiveness of Federal-State Cooperation.[1]

Pennsylvania.—A Proposal to Develop Criteria and Guidelines for State Educational Agencies in the Encouragement of Summer Activities for School-Age Youth; Studying the Role and Policymaking Activities of State Boards of Education; Strengthening the State-Local Relationships in Urban Education; Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

Rhode Island.—New England Educational Assessment Project (administering State); Interstate Certification of Teachers and Other School Personnel; Increasing the Effectiveness of Federal-State Cooperation.[1]

South Carolina.—Facilitating Desirable Change in the Educational Program for Children and Youth (Regional Curriculum Project); Multistate Teacher Education Project (M-STEP); Planning Conference for Initiating a Cooperative Program for Developing Educational Leaders in the State Departments of Education in Seven Southeastern States; Increasing the Effectiveness of Federal-State Cooperation.[1]

South Dakota.—Midwestern States Educational Information Project; Tentative Guide(s) for a State Education Agency Fiscal, Personnel and Program Information System; Great Plains School District Organization Project; Studying the Role and Policymaking Activities of State Boards of Education; Increasing the Effectiveness of Federal-State Cooperation.[1]

Tennessee.—Facilitating Desirable Change in the Educational Program for Children and Youth (Regional Curriculum Project); Regional Educational Agencies Project—International Education; Planning Conference for Initiating a Cooperative Program for Developing Educational Leaders in the State Departments of Education in Seven Southeastern States; Increasing the Effectiveness of Federal-State Cooperation.[1]

Texas.—Regional Educational Agencies Project—International Education (administering State); Tentative Guide(s) for a State Education Agency Fiscal, Personnel and Program Information System; Strengthening the State-Local Relationships in Urban Education; Comprehensive Planning in State Education Agencies; Increasing the Effectiveness of Federal-State Cooperation.[1]

Utah.—Comprehensive Planning in State Education Agencies (administering State); Designing Education for the Future: An Eight-State Project; Multistate Teacher Education Project (M–SETP); Increasing the Effectiveness of Federal-State Cooperation.[1]

Vermont.—New England Educational Assessment Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Virginia.—Increasing the Effectiveness of Federal-State Cooperation.[1]

Washington.—Project Public Information for Improvement of Communication and Public Information Programs for State Education Agencies; Multistate Teacher Education Project (M–SETP); The Development of State Leadership for Improving Educational Opportunities of Farm Migrant Children.

West Virginia.—Project Public Information for Improvement of Communication and Public Information Programs for State Education Agencies; Multistate Teacher Education Project Studing the Role and Policymaking Activities of State Boards of Education; Comprehensive Planning in State Education Agencies; Increasing the Effectiveness of Federal-State Cooperation.[1]

Wisconsin.—Project Public Information for Improvement of Communication and Public Information Programs for State Education Agencies (administering State); Midwestern States Educational Information Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

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[1] Conference of Chief State School Officers, Mayflower Hotel, Washington, D.C., June 22 to 24, 1967.

Wyoming.—Designing Education for the Future: An Eight-State Project; Increasing the Effectiveness of Federal-State Cooperation.[1]

Canal Zone.—Increasing the Effectiveness of Federal-State Cooperation.[1]

Puerto Rico.—Comprehensive Planning in State Education Agencies Increasing the Effectiveness of Federal-State Cooperation.[1]

Virgin Islands.—Increasing the Effectiveness of Federal-State Cooperation.[1]

ABSTRACTS OF SPECIAL PROJECTS IN OPERATION UNDER SECTION 505, TITLE V, ESEA, 1965, PUBLIC LAW 89–10, BY THE DIVISION OF STATE AGENCY COOPERATION, U.S. OFFICE OF EDUCATION

Section 505 authorizes Federal support for grants to State educational agencies "to pay part of the cost of experimental projects for developing State leadership or for the establishment of special services which . . . hold promise of making a substantial contribution to the solution of problems common to the State educational agencies of all or several States."

Inquiries about a specific Special Project should be directed to the project director listed in the abstract for that project.

Inquiries of a general nature concerning the Section 505 program should be directed to:

DR. JAMES E. GIBBS, *Chief,*
Consultative Services Support Branch,
U.S. Office of Education,
400 Maryland Avenue, SW.,
Washington, D.C. 20202

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[1] Conference of Chief State School Officers, Mayflower Hotel, Washington, D.C., June 22 to 24, 1967.

THE DEVELOPMENT OF STATE LEADERSHIP FOR IMPROVING EDUCATIONAL OPPORTUNITIES OF FARM MIGRANT CHILDREN

Administering State.—California.
Participating States.—Arizona, Delaware, Florida, Oregon, Washington.
Date of Initial Grant.—March 24, 1966.
Federal Grant Fiscal Year 1966.—$113,266.
Fiscal Year 1967.—$251,892.
Office of Education Coordinator.—Dr. Elizabeth Sutton.
Project Director.—Mr. Ernest J. Paramo, Coordinator, Migrant Education Project, State Department of Education, 217 West First Street, Los Angeles, California 90012.
Administrative Organization.—The State of California administers the project. The overall direction of the project is vested in a six-member steering committee composed of an appointee by each State's chief State school officer. The professional staff consists of a project director and one coordinator employed by each of the States, except California which has two coordinators.
Objectives and Activities.—The major purposes of the project are: (a) development of an interstate pupil record system for farm migrant children, (b) interagency coordination of migrant programs and services within States, (c) development of resource materials for school systems, (d) initiation of plans for improving inservice training of teachers of migrant pupils, (e) development of interstate plans for coordinating educational programs and services for migrant pupils, and (f) development of a model of expanded interstate activities concerning the special educational problems of farm migrant children.

Focusing on interstate aspects of improving the education of farm migrant children, the staff has developed and implemented plans for the total project as well as for each State. State coordinators have directed special attention to selected phases of this multi-State approach, which has resulted in: (a) identification of migrant children—both intrastate and interstate; (b) identification of general characteristics and of special educational needs of migrant children; (c) development of State guides for educating these children and/or for improving instructional programs; (d) arrangements for inservice preparation programs for professional and para-professional personnel who work with migrant children; (e) development and testing of specially prepared instructional materials; (f) cooperative arrangements through which programs and services of other agencies and organizations serving migrant children have been coordinated within a State; (g) cooperative arrangements through which the professional competencies of other State education agency staff members have been utilized; and (h) establishment of State advisory committees on the education of migrant children.

In addition, the project has developed: (a) a special transfer record for migrant children which is being tested; (b) an outline to be used by universities, colleges, and State and local education agencies as a guide in conducting their inservice education programs for teachers; and (c) plans for interstate exchange of teachers and for exchange of curriculum materials designed for the Mexican-American migrant child.

GUIDELINES FOR IMPROVEMENT OF STATE EDUCATION AGENCY PERSONNEL ADMINISTRATION INCLUDING FAIR AND EQUAL EMPLOYMENT OPPORTUNITIES

Administering State.—California.
Participating States.—Connecticut, Delaware, Ohio, Oklahoma.
Date of Initial Grant.—April 1, 1966.
Federal Grant Fiscal Year 1966.—$145,271.
Office of Education Coordinator.—Dr. Gene C. Fusco.
Project Director.—Dr. Lloyd N. Morrisett, Director, Improvement of Personnel, Administration Project, State Department of Education, 217 West First Street, Los Angeles, California 90012.
Administrative Organization.—The State of California administers the project. An advisory committee, consisting of at least one representative from each participating State, is responsible for overseeing the development and implementation of the project. The project staff is employed by the administering State, and reports progress and needs to the advisory committee at regular intervals. The project staff obtains and prepares the materials and publications asso-

ciated with the project, and provides such personnel and other resources as are required for the planning and conducting of regional conferences.

Objectives and Activities.—A "review" has been undertaken of existing personnel practices within a selected group of State education agencies and, as appropriate, other State agencies. This review was directed toward sound staff procurement and utilization practices as well as equal rights and opportunities.

Using the materials and information acquired from the reveiw, the project staff, in consultation with the participating States, is developing a draft of "A Guide for the Self-Evaluation of Personnel Practices in a State Education Agency." This Guide is to include statements of purpose and directions for use as well as an outline of general and specific personnel functions of a State education agency, including projection of staff needs, recruitment, selection, assignment, training, promotion, transfer, job classification, grievance, and employer-employee relations.

Upon the completion of this draft each of the participating States will host a regional conference of State representatives to consider comments on the Guide, suggestions for changes, and application of the Guide to respective State educational agencies.

Following these regional conferences, the project staff will incorporate appropriate suggestions for changes into the Guide on personnel practices in State education agencies, including guidelines on equal and fair employment practices and opportunities regardless of race, creed, religion, or sex.

The Guide will be printed and distributed. Following dissemination, a national conference will be held to plan for implementation of the Guidelines. At least two representatives from each of the 50 State education agencies will be invited to the implementation conference.

DESIGNING EDUCATION FOR THE FUTURE: AN EIGHT-STATE PROJECT

Administering State.—Colorado.

Participating States.—Arizona, Idaho, Montana, Nevada, New Mexico, Utah, Wyoming.

Date of Initial Grant.—December 9, 1965.

Federal Grant Fiscal Year 1966.—$229,400.

Federal Grant Fiscal Year 1967.—$417,385.

Office of Education Coordinator.—Dr. Dwayne Gardner.

Project Director.—Dr. Edgar L. Morphet, Project Director, Dr. Charles O. Ryan, Associate Director, 1362 Lincoln Street, Denver, Colorado 80203.

Administrative Organization.—The policy board is comprised of the chief State school officers of the participating States. Byron Hansford, Colorado State Commissioner of Education, is chairman. The Colorado State Education Agency provides the facilities for the central staff, comprised of the director and the associate director. Policy and budget proposals are developed by the project staff which includes the coordinator from each State. The staff also is concerned with the development of proposals for implementing the project.

The staff for each State is headed by a coordinator, appointed by the State education agency, who is responsible for developing plans for and conducting appropriate studies and activities in his State. He is assisted by members of the State department staff, the central staff, and out-of-State consultant, and by an advisory committee and special study committees.

Objectives and Activities.—The chief purposes of this project are to encourage and to facilitate Statewide planning for effecting improvements in the educational organization and program and ultimately, to strengthen State education agencies in the participating States.

The activities include primarily (1) those planned and conducted with the cooperation of and for the benefit of all participating States and others who may be interested, and (2) those planned and conducted in each participating State.

The *cooperative activities* include (1) common elements and procedures agreed upon by the staff as appropriate and desirable for all participating States, and (2) area work-conferences involving representatives from all cooperating States and persons from other States who may be interested.

The area work-conferences for this phase of the project include:

(1) *Prospective Changes in Society by 1980.* Some 250 lay citizens and educators participated in the first conference held in Denver, Colorado,

June 29 through July 1, 1966. The published report, including papers prepared by leading authorities, has been widely distributed (6,000 copies) and utilized.

(2) *Implications for Education of Prospective Changes in Society.* About 550 persons, primarily from the eight States, participated in this conference held in Salt Lake City, Utah, October 24–26, 1966. Seven thousand copies of the report, including papers by leading authorities, have been published and widely distributed.

(3) *Strategies and Procedures in Planning and Effecting Needed Changes in Education.* Held in Scottsdale, Arizona, April 3–5, 1967, this conference was attended by over 450 persons, most of whom represented the participating States. A conference report has been developed for publication. Some 7,000 copies of the report are being printed for distribution in the near future.

The *State activities* include obtaining and analyzing pertinent data on trends and projections that may be needed in planning for the future, and developing a plan or design for improving various aspects of education, including organization and administration.

Each State has organized an advisory or policy committee with whom the coordinator and consultant will work in identifying problems and planning improvements. Special study committees have also been organized to prepare recommendations for consideration by the coordinator, consultant, and advisory committee.

Feedback and recommendations from the area conferences will be obtained in each State from published copies of the reports, participants from the States, and from a series of meetings for discussing information and concepts considered at the conferences.

During the final phase of the project, a series of special projects, experiments, and innovations will be undertaken in the various States as a means of translating and implementing the findings from the preceding phases of the project.

PLANNING CONFERENCE FOR INITIATING A COOPERATIVE PROGRAM FOR DEVELOPING EDUCATIONAL LEADERS IN THE STATE DEPARTMENTS OF EDUCATION IN SEVEN SOUTHEASTERN STATES

Administering State.—Florida.

Participating States.—Alabama, Georgia, Mississippi, North Carolina, South Carolina, Tennessee.

Date of Initial Grant.—June 26, 1967.

Federal Grant Fiscal Year 1967.—$6,000.

Office of Education Coordinator.—Dr. Kenneth N. Parsley, Jr.

Project Director.—Dr. Phillip S. Shaw, Florida State Department of Education, Tallahassee, Florida 32304.

Administrative Organization.—The Florida State Department of Education will administer the project. The education agencies of the other States will be involved as co-participants.

Objectives and Anticipated Activities.—The seven participating States have recognized that three essential problems must be overcome before effective coordination of educational planning can become a reality. Through two planning conferences, these States propose to examine (1) the problems of personnel training, (2) the means of devolping inter-organizational planning capacities, and (3) the problems of developing a training program capable of solving these difficulties.

The first conference is scheduled for July 21, 1967, in Atlanta, Georgia. Participants, including the chief State school officers of the participating States or their respresentatives, will consider (1) a training program for State department personnel to prepare them as "change agents" to assist local districts in effecting educational improvement, (2) successful planning strategies for influencing different types of community power structures, and (3) effective utilization by State departments of Federal, State, and local resources in planning and action programs.

At the second conference, plans for experimental activities and projects in the above areas will be developed. Participants will include representatives from each participating State agency, selected school systems in each State, and one university in each State.

STUDY OF ROLES OF STATE DEPARTMENTS OF EDUCATION IN FACILITATING DESIRABLE CHANGE IN THE EDUCATIONAL PROGRAM FOR CHILDREN AND YOUTH IN SIX SOUTHEASTERN STATES (REGIONAL CURRICULUM PROJECT)

Administering State.—Georgia.

Participating States.—Alabama, Florida, North Carolina, South Carolina, Tennessee.

Date of Initial Grant.—January 1, 1966.

Federal Grant Fiscal Year 1966.—$214,776.

Federal Grant Fiscal Year 1967.—$355,935.

Office of Education Coordinator.—Dr. Jane Franseth.

Project Director.—Dr. Edward T. Brown, Director, Regional Curriculum Project, 50 Whitehall Street, S.W., Atlanta, Georgia 30303.

Administrative Organization.—A policy-making board is composed of the director of curriculum or an instructional supervisor from each of the six participating State departments of education who is designated by the Chief State School Officer of that State. The project staff includes: a director, an assistant director, a research specialist, two writers, an artist, and one coordinator in each State who coordinates project activities within his State and serves as a member of a coordinating committee.

Objectives and Activities.—The major purpose of this project is to identify and examine roles of instructional leadership and services of State departments of education, and through systematic study and experimentation to seek ways in which State department personnel can best help to facilitate desirable change in the educational program for children and youth. Four school systems in each participating State, representing a spectrum of size, economics, cultural, rural-urban, and other differences are serving as experimental locations to assist State department personnel in a study of their roles in helping schools accomplish their objectives.

Under the direction of the policy board and the project staff, a summer (1966) 5-week workshop was held at the University of Georgia to begin development of plans for curriculum improvement in the 24 participating local school systems based on the expressed needs of these systems. Participating in the workshop were personnel from the six State departments of education, a key leader from each of the 24 local systems, and several consultants in research methology. The workshop provided an opportunity for State department personnel to study their roles and services in helping schools establish goals for a desirable program for children and youth, determine processes essential to attainment of these goals, and develop criteria for appraising progress.

Areas selected for cooperative study by the State departments include: (a) consultant services to local school systems; (b) development and utilization of curriculum guides and course-of-study kinds of materials, and (c) utilization of communication media (selected partly because of its apparent potential.)

Status studies conducted (Winter and Spring—1967):

(a) Structured interviews with some 30 curriculum consultants in each State department of education have been conducted by the project coordinator in his State. The taped interview focuses on the role of the individual State consultant as he perceives his role in the area of instruction and curriculum. Report of findings in each State and for the region will be available in the near future.

(b) Attitude questionnaires were sent to superintendents, central office personnel, principals, and local school professional personnel in the six States asking for their assistance in providing information and opinions about current and prospective roles and services of State departments of education. Data have now been collected. Reports of findings will be available fo rexamination by the chief State school officers and other State department personnel in summer 1967.

Also in the summer, three workshops will be held to provide and analyze the regional (six southeastern States) results of the interview data and attitude surveys. Such an analysis may provide considerable information to be used in considering steps which might be taken to modify and improve State department roles and services. The relationship of the processes of change to the activities of the Regional Curriculum Project will be studied.

Future plans include development of profiles of the communities involved in the 24 participating local school projects, including examination of data (from tape recordings, observational and anecdotal records, interviews, case studies) which

will help identify ways in which State department personnel and others are participating in the local projects. Curriculum leaders in the local projects are invited to assist in a continuous collection of appropriate data and in an appraisal of State department roles in helping their schools facilitate desirable change in the educational program.

MIDWESTERN STATES EDUCATIONAL INFORMATION PROJECT

Administering State.—Iowa.

Participating States.—Colorado, Illinois, Indiana, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin.

Date of Initial Grant.—January 3, 1966.

Federal Grant, February 1966.—$323,344.

Federal Grant, Fiscal Year 1967.—$546,432.

Office of Education Coordinator.—Dr. Kern Alexander.

Project Director.—Mr. Sam Bliss, Project Director, State Department of Public Instruction, Des Moines, Iowa 50319.

Administrative Organizaton.—A project director and central office staff are retained by the administering State. This project staff reports to a Policy Committee consisting of one representative from each of the States participating in the project. The Policy Committee formulates basic policy relative to the total integrated system and sets priorities for its development.

A coordinating committee composed of representatives from participating States has primary responsibility for overall project coordination and correlates the efforts of State education agencies with the work of the project staff. This group is concerned particularly with giving direction to the development of subsystems.

Objectives and Activities.—The project is designed to facilitate the development and implementation of an integrated educational information system compatible among the midwestern States. The system will provide basic information concerning education for purposes of reporting, analysis, research, and decision-making at both State and local levels. In addition, the system will furnish data for Federal reports, specialized research at institutions of higher learning, and special State governmental committees.

As part of the total integrated system, five sub-systems concerned with instructional programs, facilities, finances, personnel, and pupils have been developed. Each component of the information system will be field-tested in each of the participating States and, when found satisfactory, will be integrated into the basic framework of the total system. Results of the project will be disseminated to other educational agencies through publications, conferences, workshops, visitations, and special reports.

MULTI-STATE TEACHER EDUCATION PROJECT (M-STEP)

Administering State—Maryland.

Participating States—Florida, Michigan, South Carolina, Utah, Washington, West Virginia.

Date of Intial Grant—March 10, 1966.

Federal Grant Fiscal Year 1966—$140,664.

Federal Grant Fiscal Year 1967—$290,359.

Office of Education Coordinator—Dr. Jane Franseth.

Project Director—Dr. Howard E. Bosley, director, Multi-State Teacher Education Project, 205 St. Paul at Chase Building, 1101 St. Paul Street, Baltimore, Maryland 21202.

Administrative Organization—This seven-State project is administered by Maryland and directed by a central office staff. A policy-making board consists of representatives from each State education agency. Each State has identified and is attacking indigenous problems in teacher education. Provision is made for coordination of individual State efforts by the central office.

Objectives and Activities—To strengthen the role of State education agencies in teacher education, emphasis is being placed on the improvement of laboratory experiences and on the development and application of educational media, in particular video tapes and their application to student teaching.

Under State department leadership, Florida is making an extensive analysis of capabilities and needs of professional personnel as a guide for planning programs of teacher preparation and growth. Maryland is developing a demonstra-

tion center for student teaching. Michigan is setting up regional centers for coordination of laboratory experiences in teacher education. South Carolina is developing video tapes as resource aids in student teaching programs. Utah is focusing on the use of instructional media for preservice and inservice training. Washington is developing cooperative programs of teacher preparation among school systems and higher education institutions. West Virginia is establishing a pilot center to coordinate efforts of teacher training institutions and local school systems.

TENTATIVE GUIDE(S) FOR A STATE EDUCATIONAL AGENCY FISCAL, PERSONNEL, AND PROGRAM INFORMATION SYSTEM

Administering State.—Maryland.

Participating States.—Kentucky, Mississippi, New York, Ohio, Oregon, South Dakota, Texas.

Date of Initial Grant.—January 28, 1966.

Federal Grant Fiscal Year 1966.—$191,138.

Office of Education Coordinator.—Dr. Charles E. Trotter, Jr.

Contact Person.—Dr. Quentin Earhart, State Department of Education, 1003 State Office Building, Baltimore, Maryland 21201.

Administrative Organization.—The project is administered by the Maryland State Department of Education which has supervised the work of the project staff. Representatives from the administering and participating States and the project director comprised a Task Force Board responsible for project policy and development, and for facilitating the testing of various aspects of the system.

Objectives and Activities.—The project staff, in cooperation with the participating States, has been responsible for identifying State education agency information needs, establishing common definitions of terminology, developing a comprehensive chart of accounts, furnishing recommended guidelines for the application of the definitions and chart of accounts to operational situations, and providing illustrations of applicable documents designed to facilitate the operational system.

Two manuals *I—Analysis and Proposals* and *II—Manual of Accounting and Procedures* have been developed, describing a proposed management system complex for State education agencies. Each publication describing the prototype information system is to be made available for distribution to the States. The guide and the prototype should facilitate the development of a standardized and compatible program, personnel, and fiscal information system both within and among the States. Further, the tentative system will be adopted by the Maryland State Department of Education. This practical application of the model system will serve to test its effectiveness.

INCREASING THE EFFECTIVENESS OF FEDERAL-STATE COOPERATION

Administering State.—Massachusetts.

Participating States.—All.

Date of Initial Grant.—May 2, 1967.

Federal Grant Fiscal Year 1966.—$20,000.

Office of Education Coordinator.—Dr. E. Glenn Featherston.

Project Director.—Dr. Everett G. Thistle, Assistant Commissioner for State and Federal Assistance, State Department of Education, Boston, Massachusetts 02116.

Administrative Organization.—A project director, assisted by a secretarial staff, will direct the planning and conducting of a 3-day work conference to which all chief State school officers will be invited. The director also will prepare a follow-up report on the conference.

Objectives and Activities.—A 3-day work conference for all chief State school officers or their designated representatives will be held in Washington, D.C., on June 22–24, 1967. Participants will explore common problems in the administration of Federal education programs, examine the more successful approaches to solving these problems, and seek new ways in which both State departments of education and the Federal Government can make the administration of these programs more effective.

The Massachusetts Department of Education will be responsible for working out the agenda of the conference in cooperation with chief State school officers of other States and with Office of Education officials, and will prepare a summary report of the major outcomes of the conference for distribution to each State.

A PROPOSAL TO DEVELOP CRITERIA AND GUIDELINES FOR STATE EDUCATIONAL AGENCIES IN THE ENCOURAGEMENT OF SUMMER ACTIVITIES FOR SCHOOL-AGE YOUTH

Administering State.—Michigan.
Participating States.—Florida, Illinois, New Jersey, Ohio, Pennsylvania.
Date of Initial Grant.—April 15, 1966.
Federal Grant Fiscal Year 1966.—$49,765.
Federal Grant Fiscal Year 1967.—$38,100.
Office of Education Coordinator.—Dr. Edith S. Greer.
Project Director.—Dr. Louis Romano, Project Director, State Department of Public Instruction, Lansing, Michigan 48902.
Administrative Organization.—The project is being administered by the Department of Public Instruction of the State of Michigan which also staffed the research and writing positions. Each of the participating States assigned two staff members to participate in each of the 2-day seminars.
A study coordinator has been employed to direct the study, chair the seminars, and edit the publications. Consultants have assisted in outlining the dimensions of the total problem, identifying promising areas for study, reviewing the study results, and advising on the content for the leadership document.
Objectives and Activities.—This project was designed to accomplish three principal objectives: (a) to identify types of on-going after-school-hour and summer programs for youth in the participating States; (b) to determine the historical role of State education agencies in this area; and (c) to identify types of activities that should be carried on to redefine the role of the State department of education in this area.
A survey instrument was developed and used to determine the extent of summer youth programs in each of the participating States. Seminars were held within each State to determine from various community agencies the problems and possible solutions related to the extension of summer youth programs. In addition to the State meetings, a 2-day seminar of representatives from the six States and appropriate consultants was held to delineate several dimensions of the problem and to discuss resources available for attacking the problem. At a second 2-day seminar, the six State representatives reported on their progress, made presentations about outstanding on-going projects in their States, and discussed guidelines for State leadership in extending youth activities. At a third 2-day seminar, the representatives reviewed material, including the guidelines prepared by the writing committee, for inclusion in the project document. This leadership document, which will be distributed to each State department, will be published in the near future.
Soon, a national conference will be held for departments of education from all States to stress the need for more active leadership by State departments of education. This leadership might include working with local groups for developing summer youth activities and for exploring the many values of the leadership guidelines document as a rich resource in planning and carrying on such a role in each State.

STUDYING THE ROLE AND POLICYMAKING ACTIVITIES OF STATE BOARDS OF EDUCATION

Administering State.—Minnesota.
Participating States.—Arkansas, Colorado, Connecticut, Georgia, Minnesota, New Mexico, Ohio, Oregon, Pennsylvania, South Dakota, West Virginia.
Date of Initial Grant.—April 19,1966 (Duration: May 1, 1966 to September 30, 1967).
Federal Grant Fiscal Year 1966.—$94,350.
Office of Education Coordinator.—Dr. Robert F. Will.
Project Director.—Dr. Dean M. Schweickhard, Project Director, State Department of Education, St. Paul, Minnesota 55101.
Administrative Organization.—The director of the project is responsible to an Executive Council which is the policy-directing body for the project. The Executive Council consists of 22 members, two from each of the participating States. Of the two members from each State, one is a member of the State Board of Education, and the other (from the State department of education) is the chief State school officer or a person he appoints. All participating States provide consultative and informational services for the project; no project funds are expended for such services.
Objectives and Activities.—The project has two distinct phases: Phase I—An examination of the present policies of the participating States, including a study of (1) the forces that result in the formation of policy, (2) direct and

indirect policies, and (3) the kinds of policies now in operation; and Phase II—An examination of the developing role of the State Board of Education.

The project also includes planning activities to identify what future efforts might be made or what studies might be undertaken to devise a system of developing and codifying policies of State departments of education.

Regional workshops have been held in conjunction with regional meetings of the National Association of State Boards of Education to examine and discuss the role and policymaking activities of State boards of education.

GREAT PLAINS SCHOOL DISTRICT ORGANIZATION PROJECT

Administering State.—Nebraska.
Participating States.—Iowa, Missouri, South Dakota.
Date of initial grant.—March 18, 1966.
Federal Grant, Fiscal Year 1966.—$56,046.
Federal Grant, Fiscal Year 1967.—$146,564.
Office of Education, Coordinator.—Mr. William E. Inman.
Project Director.—Dr. Ralph D. Purdy, Project Director, Room 100, 411 South 13th Street, Lincoln, Nebraska 68508.
Administrative Organization.—Nebraska is designated as the administering State and the other States as participants. Overall direction of the project is vested in a steering committee composed of the chief State school officer or his designated representative from each of the States involved. A project director has been appointed by the steering committee. Each participating State has a State director to carry out its portion of the project.
Objectives and Activities.—Through this project the four States will consolidate the resources within the State, and within the State department of education, and will coordinate these resources with those of the other three States in a concentrated attack upon a common problem—school district organization.

The project personnel have developed and implemented an organizational plan for the total project as well as for each State. State directors have researched selected aspects of a multi-State approach to the problems of school district organization including demography, school finance, characteristics of an adequately organized school district, and characteristics of the intermediate unit and its potential for education in the four States. State directors and the project director have given major planning emphasis to development of lay leadership in each of the four States.

One four-State conference has been held. Those attending the conference included key legislators and lay people plus leaders of professional education groups in the four States. Statewide meetings have been planned and will be held utilizing the legislator and lay participants at the four-State conference.

Future activities will include continued research into selected aspects of the total problem, a continued effort to effect public understanding of the problem, and a program to build both lay and professional leadership in the four States.

INTERSTATE CERTIFICATION OF TEACHERS AND OTHER SCHOOL PERSONNEL

Administering State.—New York.
Participating States.—All.
Date of Initial Grant.—January 5, 1966.
Federal Grant, Fiscal Year 1966.—$14,815.
Federal Grant, Fiscal Year 1967.—$49,450.
Office of Education Coordinator.—Dr. Richard J. Keating.
Project Director.—Mrs. Helen Hartle, Division of Teacher Education and Certification, State Education Department, Albany, New York 12201.
Administrative Organization.—New York serves as the administering State. The Policy Board consists of State education agencies representatives from Ohio, Michigan, and North Carolina.
Objectives and Activities.—A questionnaire designed to provide information on certification standards in the States and establish interest in reciprocity was sent out. A total of 49 States responded. The data were compiled and sent to the States. On the basis of this information, given States could decide which States had comparable or approximate standards for certifying teachers.

A meeting of certification and legal officers representing 44 States was held in New York to discuss the values and problems of teacher mobility and the problems of constructing interstate agreements. A model compact agreement was discussed as well as the interstate agreement.

Subsequently, interested States have met together to work on interstate certification agreements. Technical assistance has been provided by the project staff.

The ultimate aim of the project is to effect one or more viable interstate certification projects.

STRENGTHENING THE STATE-LOCAL RELATIONSHIPS IN URBAN EDUCATION

Administering State.—New York.

Participating States.—California, Illinois, Maryland, Michigan, Pennsylvania, Texas.

Date of Initial Grant.—June 30, 1966.

Federal Grant Fiscal Year 1966.—$12,500.

Federal Grant Fiscal Year 1967—$15,000.

Office of Education Coordinator.—Dr. C. O. Fitzwater.

Project Director.—Dr. William D. Firman, Project Director, State Education Department, Albany, New York 12201.

Administrative Organization.—New York State is responsible for organizing and administering the project. Each of the other State departments and urban school districts will be co-participators and will equally share the responsibility for decisions relating to purposes, procedures, direction, scope and depth of the project.

Objectives and Activities.—The State departments of education of the seven States, encompassing the Nation's seven largest cities, are to plan a project to assess and improve the relationship of large-city school districts with their respective State education departments as they are faced with an increasing population shift to urban areas.

To that end, a 4-day conference involving State and city superintendents from the seven participating States was held in late November 1966 to define critical issues and problem areas of common concern, and to identify resources needed to alleviate unsolved problems. The conference report will be published and distributed to all States and large-city school districts. On the basis of decisions made at the conference, production of the project plan is nearing completion.

NEW ENGLAND EDUCATIONAL ASSESSMENT PROJECT

Administering State.—Rhode Island.

Participating States.—Connecticut, Maine, Massachusetts, New Hampshire, Vermont.

Date of Initial Grant.—March 1, 1966.

Federal Grant, Fiscal Year 1966.—$225,284.

Federal Grant, Fiscal Year 1967.—$425,920.

Office of Education Coordinator.—Dr. Paul E. Blackwood.

Project Director.—Dr. Ermo H. Scott, Director, NEEAP, State Department of Education, Roger Williams Building, Providence, Rhode Island 02908.

Administrative Organizations.—The project is administered and directed in accordance with the policies and procedures established by the Board of Representatives. The Board is composed of one representative from each of the six participating State education agencies. Each State has a director who is responsible to the project director.

Objectives and Activities.—The two broad areas of concern are (1) development and application of assessment instruments and data collection procedures and (2) development of compatible data processing systems in the several State agencies. The project staff is endeavoring to help local educators identify problem areas; initiate remedial procedures and measure progress; provide means for local systems to interchange information and ideas; strengthen local control by providing a source of adequate facts for decision-making; facilitate interstate communication; enable State departments to make available to local school systems their research facilities; and increase the information banks of the State agencies.

Each State has developed a data system for storage and retrieval of educational information. A central storage bank for educational data has been established in Massachusetts, and the Massachusetts State Department of Education acts as a service agent in compiling and distributing regional data.

Visitation teams have been created to evaluate Title I, P.L. 89-10, programs throughout New England. *A Guide to Assessment and Evaluation Procedures* was developed to assist teachers and administrators in this task. Several explanatory television programs are planned, one of which has been filmed and is available to commercial and educational outlets.

The project has undertaken an inventory of the reading achievement and science knowledge of third grade and terminal high school students respectively. Test instruments in these areas are being or have been developed. A study of the use of teacher aides is being conducted, and an extensive compilation of staff data has been initiated throughout New England.

REGIONAL EDUCATIONAL AGENCIES PROJECT—INTERNATIONAL EDUCATION

Administering State.—Texas.
Participating States.—Alabama, Louisiana, North Carolina, Tennessee.
Date of Initial Grant.—January 5, 1966.
Federal Grant, Fiscal Year 1966.—$93,875.
Fiscal Year 1967.—$106,040.
Office of Education Coordinator.—Dr. Edith S. Greer.
Project Director.—Dr. W. R. Goodson, Project Director, Texas Education Agency, Austin, Texas 78711.
Administrative Organization.—The official representatives of each State education agency participating in the project constitute the policy-making and evaluative group known as the Board of Directors of the Project. The State coordinators, selected by their respective chief State school officers, insure the flow of information concerning the experimental projects and pilot activities to each cooperating State. In cooperation with the local State department of education staff, local schools, and institutions of higher learning, each coordinator institutes and carries out projects relating to international education. The director of the project works with the State coordinators and any resources available in promoting this project. He serves as executive officer of the board, coordinates reporting functions, and maintains fiscal control.
Objectives and Activities.—This project is attempting to introduce an international dimension into the work of the State departments of education in the participating States. State curriculums are being reviewed to determine their relationships to international education. Better international and language instruction is being considered in connection with State departments and local instructional plans. The recognition of overseas experience as part of teacher education also is being explored.
Each State coordinator relates his activities to any project designed to promote international education. All activities are being coordinated with the various Federal agencies interested in international education (such as the Peace Corps, Office of Overseas Schools of the U.S. Department of State, the Department of Defense). Examples of specific project areas in international education being examined are: Improvement of instruction of non-English-speaking children, development of school-to-school projects between schools in the United States and schools abroad, arrangement for exchange of teachers or pupils who wish to go abroad or for foreign teachers who wish to teach for a time in one of the cooperating States, and development of liaison between national ministries of education and individual schools abroad showing an interest in U.S. education. Fifteen such projects have been outlined and more may be developed as the project progresses.
The project seeks to coordinate the activities of nongovernmental groups working in international education and to promote, develop, and enhance within each State such activities as teacher exchange programs, reciprocal scholarships with American-sponsored overseas institutions, lists of educational consultants available for overseas assignment, sabbatical programs, coordination of overseas projects, the use of mass educational media, and teacher education programs with the international dimension.

COMPREHENSIVE PLANNING IN STATE EDUCATION AGENCIES

Administering State.—Utah.
Participating States.—Colorado, Connecticut, Iowa, Texas, West Virginia, (Puerto Rico).
Date of Initial Grant.—March 9, 1967.
Federal Grant, Fiscal Year 1967.—$165,580.
Office of Education Coordinator.—Dr. C. O. Fitzwater.
Project Director.—Mr. Bernarr S. Furse, Utah State Board of Education, Suite 1400, University Club Building, Salt Lake City, Utah 84111.
Administrative Organization.—Utah, as the administering State, manages and coordinates the fiscal and legal details of the project. The Policy Board, composed of the chief State school officer from each cooperating State, is determin-

ing the basic aims and intent of the interstate project. The achievement of the objectives will be facilitated by the Project Director and his staff as they assist the planning staff in each of the State education agencies.

Objectives and Activities.—This project constitutes an attempt on the part of each of the cooperating State education agencies to develop a comprehensive, integrated educational planning program aimed at achieving maximum utilization of resources in the development of the State educational program and providing optimum services and leadership to the local systems.

The project is to incorporate training, program development, evaluation, and dissemination activities in an attempt to build effective comprehensive educational planning programs into each of the participating State educational agencies. An intensive training program is to be attended by the planning staff from each of the State agencies. The State staffs are meeting periodically to share ideas, experiences and problems.

As the project nears termination, the project staff will produce a summary document defining comprehensive educational planning and illustrating the development of this planning capability in the State education agency. A nationwide conference may be held to disseminate the experience and insights gained by the project participants.

PROJECT PUBLIC INFORMATION FOR IMPROVEMENT OF COMMUNICATION AND PUBLIC INFORMATION PROGRAMS FOR STATE EDUCATION AGENCIES

Administering State.—Wisconsin.

Participating States.—Colorado, Florida, Hawaii, New York, Washington, West Virginia.

Date of Initial Grant.—December 8, 1965.

Federal Grant Fiscal Year 1966.—$303,655.

Federal Grant, Fiscal Year 1967.—$465,343.

Office of Education Coordinator.—Mr. Harry L. Selden.

Project Director.—Dr. Richard Gray, Wisconsin Department of Public Instruction, 126 Langdon Street, Madison, Wisconsin 53703.

Administrative Organization.—Each State serves to disseminate project achievements and enlist participation of surrounding States, giving the project national scope. A National Board of Directors, composed of members from each of the participating State education agencies, is responsible for developing and carrying out the project activities. The National Board reviews and analyzes programs and activities for the project, sets policy, and approves budgets.

Objectives and Activities.—The project was designed as an accelerated program to assist State education agencies in improving their effectiveness in communicating the condition, progress, and needs of education.

A national survey of the existing status of public information and public relations programs in State educational agencies was undertaken to serve as a guide for directing future activities.

Special activities involve all the States on a regional basis. These activities cover a wide range, including development of opinion survey instruments; polling instruments; guidelines for using the press, radio, television, and related media; policy guides; resource information and guides; filmstrips; video tapes; evaluation techniques and instruments; organizational models; and national surveys. Regional training seminars have been developed around interests and needs of the State education agencies.

Operation initiated thus far include a "Communicar" which travels throughout the Northwest, bringing the latest techniques of mass media to the farflung educational districts of the States, and a documenary film being made in Colorado which will demonstrate to the States the use of that medium to tell the education story. Television and radio techniques, student involvement, problems of communicating with multicultural and economically disadvantaged publics, informing legislators, and innovation in publications are among the areas being explored.

Senator RANDOLPH. I would appreciate it.

I note that you say that these projects, the regional cooperative activities, are succesful. Is that true?

Mr. HOWE. It sems to me they are very useful.

One of the ones that I have been most interested in has involved leadership from Senator Dominick's State, Colorado. The commis-

sioner of education there, Mr. Hansford, takes keen leadership in getting States in the Southwest together to do some very effective planning operations for education for that region.

They have issued two or three rather significant publications, and have others on the way. And here, again, is an example, of what I think is a useful enterprise.

Senator DOMINICK. I will yield on that point——

Senator RANDOLPH. Yes. Thank you, Senator.

Senator DOMINICK (continuing). I want to thank the Commissioner for bringing this up. I think the western education above the high school group in that area has been established for quite a period of time, and I am happy to hear that they are making some progress and getting some meaningful reports out, too. It is a good organization, and I think very helpful. This program is very helpful to it.

Mr. HOWE. It is interesting, Senator, that that particular project has drawn on States beyond the group involved in the particular project, and that we have brought experts in from all over the country to consider their problems with them. It is this kind of interchange which title V, section 505, encourages, and it is a useful interchange.

Senator YARBOROUGH. Any further questions?

Senator DOMINICK. I am sorry. Senator Randolph has left. Is he through?

Senator YARBOROUGH. Go ahead. Senator Randolph, I am told, was called out temporarily.

TEACHER AID AMENDMENT

Senator DOMINICK. Mr. Commissioner, just for the record, vis-a-vis the coments that have been made with regard to the proposed amendments by Senator Nelson, under the pamphlet put out by the Division of Compensatory Education from the U.S. Office of Education for the school year 1965–66, in the highlights it shows 73,000 new staff positions under title I for teachers aids, which amounts to 19.1 percent. This is continued on page 11.

Would this indicate to you that there might be some duplication in the proposal made by Senator Nelson of what we are already doing under title I?

Mr. HOWE. Well, let me say, Senator Dominick, that I thoroughly concur in the purposes that Senator Nelson has in mind here, that teacher aids are a significant addition to what goes on in the schools, can help with instruction in important ways, can pay attention to individual children in important ways.

At the same time, I believe we have to recognize that there is already in being considerable support for teacher aid activities, and you have cited one element of it.

In fact, the largest one, I believe, is title I of the Elementary and Secondary Education Act. There are considerable numbers of people that you would categorize as teacher aids. I think in this table you are looking at, perhaps, the other nonprofessionals might also be in that category, raising the number even higher than you suggested.

And the figure I have heard most recently is that we had in fiscal 1966 about 180,000 teacher aids made available to the schools through title I.

Senator Nelson is quite correct in observing that these are focused in areas where disadvantaged children predominate, and that they are not generally available through this legislation to every school system, or every part of every school system. In terms of——

Senator DOMINICK. Let me ask you a question right there.

How many school systems are receiving aid under title I now, out of how many in the country?

Mr. HOWE. A very high proportion of school systems, approximately 22,000.

Senator DOMINICK. 17,000.

Mr. HOWE. 17,000 school districts; 22,000 projects, excuse me.

Senator DOMINICK. And how many are there in the country as a whole? In other words, what percentage?

Mr. HOWE. Roughly, 23,000.

Senator DOMINICK. Pardon?

Mr. HOWE. Roughly, 23,000.

Senator DOMINICK. So we are talking about approximately 90 percent?

Mr. HOWE. No; nearer 80 percent of the school districts are now participating in title I.

EDUCATION OF INDIAN CHILDREN

Senator DOMINICK. Mr. Commissioner, I have two letters here which, if the chairman will permit me, I would like to offer for the record. They are from a very well-known attorney in my city, commenting on the need for doing something, additional for Indian education under the act. One letter concerns the fact that titles II and III under the previous bill are not available for Indians?

Is this correct?

Mr. HOWE. Under titles II and III, the Indians are?

Senator DOMINICK. Yes.

Mr. HOWE. Let me ask Mr. Estes to comment on that.

Mr. ESTES. The question was, whether or not the Indians are included in titles II and III?

Senator DOMINICK. Correct.

Mr. ESTES. They were included. We are proposing in our bill that this be extended for fiscal year 1968.

Senator DOMINICK. Fine.

Now, does this include Indians who are only within schools operated by the Bureau of Indian Affairs, or the Department of Interior?

Mr. ESTES. That is right. The section that we are proposing includes these students enrolled in schools operated by the Bureau of Indian Affairs. Other children are included in our regular programs.

Senator DOMINICK. Now, is there any reason why we should discriminate against those children who are Indians who are not going to schools operated by the Bureau of Indian Affairs?

Mr. HOWE. No, sir; and we would hope that this does not happen. Actually, Senator, all other schools would have an eligibility under the regular title I program, or under title II or III, they would have an eligibility. Particularly under title III, of course, they would have to submit a project. But the Indians in those regular public schools operated by local authorities would have the normal eligibility of the schools they are in.

Senator DOMINICK. Mr. Chairman, if I may, I would like to include these two letters, one of June 26, 1967, and one of June 27, 1967, for the record. They have specific language in here on proposed amendments, and I wonder if the Commissioner, after studying these, could comment on them for me.

Senator YARBOROUGH. Without objection, they are ordered printed in the record at this point.

Senator DOMINICK. Thank you.

(The letters referred to above follow:)

DENVER, COLO., *June 26, 1967.*

Re H.R. 7819, Federal Elementary and Secondary Education Act of 1965—1967 Amendments.

Senator PETER H. DOMINICK,
Senate Office Building,
Washington, D.C.

DEAR PETER: On October 3rd, 1966, I wrote you about my interest in the education of all Indian children, including those in the mission schools as well as in the schools operated by the Department of the Interior. On October 10th, 1966, you wrote me and agreed "that it was indeed unfortunate that the Indian children were excluded under last year's Act."

"Clearly this was an oversight, and I know that all the members of the Labor and Public Welfare Committee regretted the ramifications resulting from this omission. In an attempt to rectify this omission, Indian children were included under the Act this year. I have enclosed a copy of S. 3046 and the Senate report on that bill and refer you to page 3 of the bill and page 12 of the report. You will note that the language in the report explains that children in attendance at mission schools are to be covered under the Act to the same extent as other non-public school children."

Through oversight the provisions of Title II providing for textbooks, library books and other instructional materials and Title III providing for certain special educational benefits have not been amended so as to include the Indian children who are in mission schools.

In your October 10th, 1966 letter, you asked me for my further comments regarding the action taken on behalf of the Indian children in the 1966 legislation. In response to this request, I am again asking your help to correct the oversight as it applies to Title II and Title III. It would be regrettable if this unintentional oversight against 15 to 20% of the Indian children deprived them of school library resources, textbooks and other instructional materials and participation in the educational benefits of supplementary educational centers and services.

It is therefore my request and recommendation that Title II of P.L. 89–10 as amended by P.L. 89–750 (November 3rd, 1966) by adding Section 202(a) be further amended to provide that from the amount allotted to

"The Secretary of the Interior the amount necessary for providing school library resources, testbooks and other printed and published instructional materials for the use and benefit of Indian children on reservations and their teachers in all elementary and secondary schools operated for Indian children on reservations."

Further, Title II must be amended to read "Provision for Indian Children in Indian Schools" thus deleting "operated by the Department of the Interior."

As to Title III of ESEA the same inadvertent but nevertheless invidious omission occurred and thus should be corrected by amendment so as to provide the educational benefits to all Indian children through or in the supplementary educational centers and services. P.L. 89–750, November 3rd, 1966, revision of Title III "Provision for Indian Children in Schools Operated by the Department of the Interior" should be amended to read "Provision for Indian Children in Indian Schools".

Further, Section 302(a) of Title III should be amended to provide that from the amount apportioned to:

"(A) The Secretary of the Interior the amount necessary for such assistance for children and teachers in elementary and secondary schools operated for Indian children."

This deletes the restrictive phrase "by the Department of the Interior". You may wish to add "on Indian reservations."

I do hope that you will be able to amend the law so as to eliminate this inadvertant but nonetheless invidious discrimination against 15 to 20% of the Indian children.

I look forward to hearing from you and seeing you on one of your early trips to Denver. For your interest, your consideration and I hope your success in behalf of the Indian children in the mission schools, I thank you.

Sincerely,

RAY.

DENVER, COLO., *June 27, 1967.*

Re H.R. 7819—"A Bill To Strengthen and Improve Programs of Assistance for Elementary and Secondard Education by Extending Authority for Allocation of Funds To Be Used for Education of Indian Children". April 11, 1967. Amendment Needed To Extend Benefits to Handicapped Indian Children in Mission Schools.

Senator PETER H. DOMINICK,
Senate Office Building,
Washington, D.C.

DEAR PETER: This is a supplement to my June 26th, 1967 letter to you in behalf of the handicapped Indian children in mission schools on Indian reservations.

We all recognize that it is through oversight that the Indian children in mission schools as well as in Department of the Interior schools were not previously included in the benefits under the Federal Elementary and Secondary Education Act.

The handicapped Indian child in a mission school is as much a concern of the United States Government as the handicapped Indian child in a Department of the Interior School.

It is therefore my recommendation that these Amendments to the law be made.

Page 78, line 8 should be amended by striking the following from lines 8 and 9 "Including Schools for Indian Children Operated by the Department of the Interior" and substituting in lieu thereof "including education for handicapped Indian children on reservations".

Further, there should be deleted from line 24 "by the Department of the Interior" and substituted in lieu thereof "on reservations".

Again in behalf of the Indian children in the mission schools, I thank you for your interest, your consideration and your cooperation.

Yours truly,

RAY TAYLOR.

Mr. HOWE. We would be happy to comment, Senator.

Senator YARBOROUGH. Could you furnish copies? Could they put them on a copying machine and furnish copies to the Commissioner?

Senator DOMINICK. Yes, fine.

Off the record.

(Whereupon, there was a short discussion off the record.)

15 PERCENT BUDGET CUTS

Senator DOMINICK. Mr. Commissioner, recently, the President has asked all of the executive departments to cut back on their expenditures by at least 15 percent. What are your plans in the Office of Education in this regard?

Mr. HOWE. We are participating in a cost control program in the Office of Educaiton and hoping to do so in a way that will not substantially damage our efforts to serve education.

Senator DOMINICK. Is it your feeling that this is possible to do without hurting the programs that we have in operation?

Mr. HOWE. I believe this is true; yes, sir.

Senator DOMINICK. This makes it quite difficult, you know, for Congress, because we get the testimony from the Department and from the Office of Education as to what you absolutely need. We appropriate

the funds for it, and then all of a sudden the President says, cut it back 15 percent, and you say there is no problem.

How does Congress determine from this what you really need?

Mr. Howe. Well, my observation was, Senator, that I thought we would still make our programs effective. I do not mean to indicate that there is no problem. There always are some hard choices involved in these kinds of things, but I think that the major thrust of programs that will continue and that some of our efforts to work on this problem will relate to delaying decisions, making commitments somewhat later than we ordinarily might, identifying those programs where we have some backlog against which we are working; this kind of thing.

So that I do not think there will be a substantial impact on the major services we provide.

FOLLOW-THROUGH AND HEADSTART

Senator Dominick. Mr. Commissioner, I assume from your joining in on the request for the $2.5 million grant for coordination of Headstart that there are some problems in coordination in certain districts anyhow.

Mr. Howe. Well, I believe the grant that you are referring to is the series of 30 separate grants for Operation Followthrough, and that this is a coordinated arrangement between us and OEO.

Senator Dominick. That is correct.

Mr. Howe. And this is a program for which we are taking direct administrative responsibility under a delegation from OEO, largely because this program is totally located within the public schools and is focused on grades 1, 2, and 3. Therefore, it seems reasonable to have the Office of Education taking major administrative responsibility for it.

But OEO is——

Senator Dominick. Do you see any administrative problems in the Office of Education taking over the operation of Headstart?

Mr. Howe. Yes; I do. I think that actually the operation of Headstart under OEO, under the present arrangement, makes a great deal of sense; that we are not geared up for it; that the flexibility that OEO has in dealing with the whole variety of community agencies that are offering Headstart programs is a well-established flexibility that would be more difficult for us to establish. And it seems to me that our cooperation with them in joint arrangements in which we offer title I preschool programs is working well.

So that I do not believe that the idea of making a transfer of Headstart to the Office of Education is one that ought to be pursued, for reasons of administrative efficiency, or for the operation of that program.

I think that these programs can go along well as they are, and that there is good cooperation between these two major agencies.

Senator Dominick. So that you, then, would be in opposition to the position that I have taken on transferring it over to the Office of Education?

Mr. Howe. Yes, sir.

Senator Dominick. This is true, despite Secretary Gardner's testimony that he thought all the preschool programs ought to be under the Department before he is through?

Mr. HOWE. The word with which he qualified that observation was the word "eventually." I do not know exactly how long that is in the Secretary's mind, but I believe that he would concur in the statement I have just made about the present operation of Headstart.

OE REGIONAL OFFICES

Senator DOMINICK. Now Mr. Commissioner, what is the designed purpose of the regional offices of educaton?

Mr. HOWE. The regional offices of education have been in operation for a long time. As a matter of fact, I do not know exactly when they started but they have been located in the nine regional offices of the Department of Health, Education, and Welfare for a great many years.

The regional office program we have been in the process of changing and trying to make more effective. The reason for this change is primarily to make advice and services available to States, to institutions of higher education, to other groups around the country who are interested in our growing number of programs, and who need to have contact with people who work for the Office of Education, who can help to interpret these programs.

In addition, we have been farming out the decisionmaking arrangements of the Office of Education so that certain of our programs can serve the institutions they are designed to serve right in the regional office without having to have all the paper and the people come to Washington.

So the whole concept here is one of better service.

Let me cite an example——

Senator DOMINICK. Let me interrupt you there and ask if you would, for the record, cite the areas where their decisionmaking responsibility will be final and not subject to review by Washington?

SMALL GRANTS PROGRAM

Mr. HOWE. Well, I can cite you a couple of examples, and we will submit for the record the whole picture.

One example would be a small grants program that we have under the Bureau of Research in the Office of Education. These are grants which run up to $10,000. And a school district or institution of higher education can go directly to a regional office, get a decision made and get its money, and have the whole process more convenient than dealing directly with the Bureau in Washington.

STATE GRANTS PROGRAM

Some of our State grant programs, such as title II of the Elementary and Secondary Education Act and one or more of the titles of the National Defense Education Act are now being operated in some of the regional offices, so that the State plans are approved in the regional offices, discussions about them are conducted by personnel from the regional office, and in many cases this will be a convenience to State officials.

So that, to be very direct about it, we have been at a loss to understand some of the criticism which has emerged about the improvement of the services of the regional offices. We think it represents good

administrative planning, and that when an organization develops as many responsibilities as the Office of Education has, that it does make sense, just as a large business would, to decentralize some of its activity in trying to provide better service that way.

Senator YARBOROUGH. If the Senator will yield to me for one comment there, please.

Senator DOMINICK. Yes.

REGIONAL OFFICES

Senator YARBOROUGH. Commissioner, I am constrained to ask the Senator to yield for this purpose: you say that you offer better service and you are at a loss to understand some of the criticism of the regional office services.

Now, I do not know whether the orders that are complained of to me come from your office in Washington or from the regional office, but I do have complaints that the most dictatorial orders that have ever come from any branch of the Federal Government are coming from the Office of Education.

I have supported every act for Federal aid to education since I have been here. I am the first person from my State who ever did. And the great fear expressed by the people opposed to Federal aid was that the Federal Government would try to dictate the educational policies and the direction and how it was run. I assured people over and over that the Federal Government would put up some money, if they lacked the tax money, but the Federal Government would not try to dictate to the local schools. And I have talked to enough superintendents to know that you are dictating to local schools just what they have to do to get money.

I do not know whether these orders are coming from your regional office or directly out of this Washington office, but wherever they are coming from, those complaints are growing.

You always have a certain number of complaints, but the complaints about the Office of Education now that I receive are more in volume and seriousness than all other departments of Government combined. Maybe that is the reason why people are directing criticism to the regional offices.

Thank you for yielding.

Mr. HOWE. Senator, if I could make a comment on this, we are concerned about reactions of this kind, too, and this is one of the reasons that we want to make our services more conveniently available, that we want to employ local people who work in our Dallas office, or who work in our Denver office, known to people, their understanding of the region to help administer the policies of the Office of Education.

We do have, of course, an obligation to carry out the intent of the Congress and some——

Senator YARBOROUGH. I was impressed by that word "advice" you used. You are using that to us, but to people on the other end it is not advice; it is orders: you do this or you are going to be cut off.

Mr. HOWE. Well, here I am assuming you are referring, as you referred to "cut off"——

Senator YARBOROUGH. Cut off of money, Federal money——

Mr. HOWE. To issues related to civil rights compliance.

Senator YARBOROUGH. Well, they do not all relate to that. Most relate to educational programs.

Mr. HOWE. Because——

Senator YARBOROUGH. Some do.

Mr. HOWE (continuing). Our total activity in terms of interpreting programs for which we are responsible is to carry out the intent of the Congress in enacting these programs. And we are happy to have from any source criticism which shows us where we are not carrying out the intent of Congress. We have no other desire but that; and yet I think occasionally people do feel, would it not be nice if they could spend this money on anything they wanted, not on what the Congress said.

Now, we are in the difficult role of having to say, you have to spend this money on what the Congress said. I suppose that encourages a reaction from time to time, and maybe this is what you hear.

Believe me, our intent is to do our job properly.

Senator DOMINICK. Mr. Chairman, if I may say so, of course, in Colorado, we have very few civil rights problems, as you know. I believe, we have most the civil rights laws that are available anywhere in the world. But part of the problem that I have heard is that there is a program already underway to increase our regional office to 40 people, and the State agencies as such, and many of the local superintendents simply do not know what the regional office is going to be doing, what kind of decisionmaking it is going to have, how big an overlap on State agency control this is going to mean, a variety of things of this kind. And I wonder if you could give your comments on why you have the implementation going from the present rather small amount of personnel in our regional office up to 40.

Mr. HOWE. The reason for that is, Senator Dominick, that we are gradually moving programed administration responsibility for the regions to those regional offices. We are not increasing our personnel in the central office at the same rate as in the regional offices.

The major area of increase is in the regional offices to provide better services there. There is sometimes an aspect of a regional office which an individual critic of it will not see fully because people who are in the role of elementary and secondary are primarily interested in activities related to that. They do not understand always that the responsibility of the Office of Education extends across the whole broad spectrum of education; that it is concerned with building facilities for higher educational institutions and graduate institutions; that it is concerned with awarding opportunity grants, and taking care of loan programs in higher educational institutions.

One of the reasons for building a staff in a regional office is to make it possible to have at least a biyearly visit, every 2 years, of higher educational institutions participating in the National Defense Education Act loan programs. These institutions welcome these kinds of visits from our people, who help them keep their policies and procedures straight on the financial side of that program.

So that we have many, many needs to service the education establishment from a regional office. We operate about 70 different programs in the Office of Education, constituting some $4 billion-plus each year, and this is a complex management picture which, I believe, demands this kind of decentralization.

And I believe any management expert, looking at the problem of management that we have, would tell you that that is the case.

REGIONAL OFFICE DECISIONMAKING AUTHORITY

Senator DOMINICK. Well, let me say, Mr. Commissioner, that I am not necessarily disputing you on this. I am raising the question because it has been raised with me, and it strikes me that it would be very helpful in part of your public relations, as far as the Office of Education is concerned, if you could at least let us know what the decision-making authority is, so that we will know that we are not simply going to one group, who are then going to pass it on to Washington, and you have a double layer of bureaucracy instead of just one.

Mr. HOWE. I agree that we ought to do this.

Senator RANDOLPH. Mr. Chairman, I agree with the Senator from Colorado on that point. I think that is very important.

Mr. HOWE. I could not agree more, Senator, that we ought to keep this picture clear, and we are endeavoring to do so. A regional office makes no sense if it is nothing but another layer.

Senator DOMINICK. Now, just a couple more questions.

COMPARABLE DISTRICTS—PUBLIC LAW 874

It is my understanding that there has been a proposal out of the Office of Education to change the method of allocating funds under the impacted aid programs, and that instead of taking comparable districts within their own States, you are trying to go to a State grouping basis.

Now, this has created quite a few problems in our State, and I wondered if you would comment on this a little further.

Mr. HOWE. I wonder if you would let me ask Mr. Lillywhite to comment on this.

Senator DOMINICK. I might say, Mr. Commissioner, this was proposed last year. It was deferred for a year as far as further analysis and the need for it was concerned, and I know that some of our areas which are heavily impacted would be very adversely affected by it.

Mr. LILLYWHITE. Well, that is precisely the situation. Among the 13 or 14 amendments recommended last year, one was the determination of rates of payment for the impacted districts on what we call group rates rather than comparable districts.

Now, to give you the setting——

Senator DOMINICK. What is the advisability in doing it that way?

Mr. LILLYWHITE. Well, under the law that existed before that amendment, the States could determine whether or not they would let the school districts pick individually selected comparable districts, and then the expenditures in those districts constituted the rate of payment under 874.

Senator DOMINICK. I understand that.

Mr. LILLYWHITE. Now, half—about 17 States voluntarily selected the group-rate method without any requirement that they do it. And they were using it and have been using it for 10 or 12 years. There also is a provision we call the alternative minimum rates. No school district has to take less than one-half the State average or one-half the national average.

There are about 20 States in total that do not use either the group rates or the comparable districts. They use one-half the national average. Most of the Southern States and some of the school districts in other States use this average. So the amendment last year was a requirement that the rates be determined on the basis of groups of comparable districts, or on one-half the States or one-half the national average.

Senator DOMINICK. What this has the effect of doing, then, is to say that those areas which are not spending as much as some other areas on education are going to get the benefit of it, and they get a higher rate because they choose half the national average instead of their local average, but those districts which are spending a lot based on local effort are going to be cut back by virtue of this, and this is going to create real hardships in their areas.

Mr. LILLYWHITE. There are some other advantages in it, Senator. In the first place, it puts the State department of education more directly into the administration of the program.

The State first sets up the groups that it recommends to the Commissioner be used in that State. After the Commissioner works them over and talks with the State, they are approved. All that is necessary after that for a district submitting an application is to use the State mimeographed data every year, designating the group to which it belongs and the rate for that group. All the applicant has to do is check off the group to which it belongs and send in the application.

Now, under the individually selected district method, it goes out and gets the districts.

Senator DOMINICK. All right. Let me suggest this to you, Mr. Lillywhite. In this particular district I have in mind in Colorado—and it is not unique—a large percentage of the funds that are received are obtained under the impacted program. There is not any group that we can utilize because there certainly——

Mr. LILLYWHITE. Your people called me the other day on the telephone, the people in the State Department, and they presented their problem. The school district around their academy, the Fountain School District and one or two others, have about 80 percent federally connected children and virtually no local taxes. There is not any question about it, they have problems.

However, the problem may not be quite as serious as they thought because we can work with them, but you are right, there are some difficult problems in some of the States.

Senator DOMINICK. I wonder if it would be possible for you to furnish us with a table showing the effect that this new proposal would have in the division of impacted areas, at least within my State.

Mr. LILLYWHITE. Well, I do not think that we could possibly tell you what the effect would be. Mr. Lee had asked us for that data before. We do not know what the groups will be until the States submit them and they are approved by the Commissioner. So we cannot tell you what the specific effect would be in any State until the data are in and we are ready to act on them.

Senator DOMINICK. Would it be permissible for the State under these circumstances to set up a group which consists of one district?

Mr. LILLYWHITE. Well, this is a very difficult question. Denver has sorry that we ever permitted that. That is the only place where it is had its own rate ever since the program started.

I think we would have to say in the administration program, we are done.

Now, what the people in Colorado are talking about is putting these three or four school districts where there are virtually no local taxes and a large number of federally connected children in a group with Denver. Then they can get the rate that makes it possible for them to continue what they are doing. It draws down the Denver rate but not very much because there are not too many people involved.

But this violates the principle of generally comparable districts, if you put some of this smallest with the largest, and there are a few States where it is a very serious problem. I can agree with you 100 percent.

Senator DOMINICK. Well, I wish you would put your mind to this because, as you know, in some of these districts there simply is not any property that you can tax, it is all Federal property, or 90 percent of it, and you have tremendous difficulty in trying to find the tax base, or one which will support the school load that is being put upon them through Fort Carson or through other Government installations.

Mr. LILLYWHITE. Well, we agreed with Ward Vining the other day on the telephone to do some thinking here and see if we could help him out, and also to perhaps have a representative from this office come out and see if they could go over the data with him and help make some kind of an adjustment that would make sense.

Senator DOMINICK. Well, we will have Mr. Dick Taylor here testifying on this at a later date, but I think it is an extremely serious problem in some of our areas. I know that at one point a couple of years ago when there was a poll made along this line, something like 78 additional mills would have to be added onto the property tax in order to be able to support the district just in the way it was then, and with an increased load of children of Federal employees coming in. So it is a serious problem.

Mr. LILLYWHITE. I would just add one other comment to say the group rate would take the highest cost districts——

Senator DOMINICK. And knock them down.

Mr. LILLYWHITE (continuing). In the group and put them down to the average. It puts the lowest cost district in each group up to the average level, but then when they are grouped according to comparability it sets the wealthiest ones, as you said, higher than the others.

Generally speaking, it works pretty well, except in a few places where there are very, very serious problems of large numbers of federally connected children and practically no local tax base. Generally, it works very well.

Senator MURPHY. May I ask a question, with your permission?

Senator DOMINICK. Yes.

Senator MURPHY. Was that not the basis for this whole determination by law at the outset?

Mr. LILLYWHITE. I am sorry; I did not hear.

Senator MURPHY. Well, the fact that the Federal employees come in to exactly this situation, and this causes the problem, so the Federal Government had the responsibility to work it out; was that not the basis for this overall?

Mr. LILLYWHITE. Yes.

Senator MURPHY. How long has this law been in effect?

Mr. LILLYWHITE. I might say, Senator, that California has voluntarily been on the group status since the program started.

Senator MURPHY. I know that. I just wondered how long this law had been in effect.

Mr. LILLYWHITE. Since 1950.

Senator MURPHY. And we still have not found a proper formula. We are still sending full information, as you just said. I would like to have them bring in their data and we will compare it and see if we cannot find a better formula. This law has been in effect since 1950. It is now 1967. I am amazed at the things that have not been thought of and the number of people involved who apparently should have been doing the thinking in the past.

Mr. LILLYWHITE. Essentially, the same formula has been used since 1950 in the determination of the rates, essentially the same formula. There have been a number of other changes in eligibility requirements and various other aspects. When about 17 States voluntarily followed the group rate method, and when about 17 to 20 of the States, for part or all of their districts, use one-half of the national average, and not involve comparable districts at all, we felt that it was advisable last year to set as a requirement the group rate concept.

Senator MURPHY. May I ask this. Under the law you determine the system under which the State operates; is that right?

Mr. LILLYWHITE. No; no. The State does.

Senator MURPHY. The State does.

Mr. LILLYWHITE. The State can go to group rates or they can let each district select what we call, "individually selected comparable districts," as the basis for determining its rate.

Senator MURPHY. In other words, maybe I am oversimplifying it, but when you build an academy, for instance, you know before you build it, or somebody knows, the number of people who are going to move in. You can guess that there will be x number of children involved. You know the condition of taxation. Is there any anticipation of this provided in the planning, or would it be a good idea that there be some regulations set up so that this would happen?

Mr. LILLYWHITE. Well, the rate of payment is based on the local share of the cost of education.

Senator MURPHY. Yes.

Mr. LILLYWHITE. Whatever the amount, comparable districts spend from local revenue sources per child determines the rate. I do not see how a plan for a bunch of new kids that come in because of a Federal installation of some kind would affect that any. Actually, rates are based on in the second preceding year; what they spend in the second preceding years, because data are not available any sooner. So I do not see how a plan would affect the rate. I mean, since it is based on what other local school districts spend from local sources.

Senator MURPHY. I am merely hopeful that we could find a way to anticipate this before the dislocation takes place. It is the same in much of the urban development. We find that people are moved out with no provision for moving them to some other place, and I think we are making some progress with that, that before they are moved out they have a place to go. So that the Senator from Colorado would not be concerned with so many of these problems if they could be anticipated before they take place. Forgive me.

Senator DOMINICK. If I may say so, the thing that bothers me is why the Office of Education should come up with a new formula which penalizes the very district which the act was set up to help. That makes it tough for me to followthrough on with any degree of assurance.

Senator MURPHY. It sounds like you are playing the numbers game, bringing them down, moving them up a little bit, which is not the purpose. If they do not need it, if they can be reduced properly, they should have been reduced before.

Mr. LILLYWHITE. Well, it is a little bit of a numbers game right now, the way it is, or the way it has been, because a district goes out and hunts around, to find out what did this or that district spend last year, and which one can I convince the Commissioner is more comparable to me, so that I can get the highest rate. That is what we go through now, and the group rate concept helped settle that down a little bit so that you do not go through that process.

HEADSTART

Senator DOMINICK. Mr. Commissioner, on the Headstart program, on the dubious assumption that I can get my amendment through against your opposition and the opposition who are in favor of the poverty program, as it now exists, I would like to just ask this: Is there any reason why the Office of Education could not operate the Headstart program on a grant basis similar, for example, to title I, and thereby avoid the church-state conflict?

Mr. HOWE. Well, to the degree that Headstart is focused on disadvantaged children as it is, and the title I formula provides a vehicle for getting at disadvantaged children, I would assume that something of this kind might be worked out.

In specific answer to your question, I think our arrangements for handling private school pupils and handling the facilities to provide Headstart activities for pupils are somewhat less flexible under title I legislation than is the case with OEO legislation, and therefore I think there might be a problem connected to private school pupils, but I would assume that with new legislation that could be worked out.

So I think my response to your question is, really, it could be worked out; yes.

Senator DOMINICK. Thank you. That is all I have, Mr. Chairman.

Senator YARBOROUGH. Senator Murphy?

COMPARISON OF OE AND OEO PROGRAMS

Senator MURPHY. Along the same line, Mr. Commissioner, have you any information that the subcommittee might have that would compare the programs, the Headstart programs that you have operated, compared with the ones operated by OEO?

Mr. HOWE. Let me ask Mr. Estes if he is aware of any such information.

Mr. ESTES. That—compare them in terms of outcomes, achievements, accomplishments?

Senator MURPHY. Results; yes.

Mr. ESTES. We have a number of studies that have been made by both the Office of Economic Opportunity and outside groups on the

accomplishments of Headstart. It would be possible for us to supply these for the record and perhaps relate them if possible, to some of the results that we have accomplished under title I.

Senator MURPHY. Is there any actual difference? I understand the problem, the administrative problem, but there are many of us, as Senator Dominick has pointed out, that wonder why, since this is primarily education, it is not handled—you know, where other education is handled. It is like manpower training, why that is not under the Department of Labor.

We see a whole new series of overlaps coming into being that sometimes, quite frankly, is hard for the members of the subcommittee to find out really what is going on, any only at the last meeting—and I attended I think nearly all of the meetings—we had a great series of charts, and I thought I was back in the Department of Defense, and there is still, you know, confusion of figures, but really not mutual, concrete, hard information that I could find.

This is what we are trying to ascertain, and any information you could give along this line would be most helpful to us in making this determination.

Mr. HOWE. We will examine the studies we have to see if they offer that kind of comparison you are asking for.

(Material subsequently supplied follows:)

REPORT OF HEAD START EVALUATION STUDIES

This report contains a review of evaluation studies of Head Start and other preschool programs. It summarizes the results of evaluations made with standard instruments but does not report the results of measurements taken with specialized techniques used by individual investigators. The report includes all of the evaluations on file in the Project Head Start office, as well as other published reports of experimental preschool programs. Not all of the studies reviewed were sponsored by Head Start, but all were preschool programs for disadvantaged children. Most of the studies were of summer projects, but some were for six months or a year.[1] [2]

Following the text of the report are two appendices. Appendix A contains six tables describing the results referred to in the text; Appendix B lists some published summaries of Head Start evaluations and related materials.

Many of the studies reviewed were made available through the courtesy of Project Head Start: *they are not to be quoted outside the Offie of Education.*

INTELLIGENCE TEST SCORES

Comparisons of intelligence test scores of middle and lower class children have shown that the relative disadvantage of lower class children increases with age; i.e. the I.Q.'s of lower class children actually decrease (31, 32, 33). The discrepancy of middle and lower class scores is greatest for tests which depend heavily on verbal measures (such as the PPVT), and least for tests which have measures other than verbal ones (such as the Stanford Binet) (25, 37). Heavy emphasis in Head Start evaluations has been placed on measures of I.Q. The most common measurement instruments have been the Stanford Binet (SB), the Peabody Picture Vocabulary Test (PPVT), and the Goodenough Draw-a-Person (DAP).

I.Q. Scores—Immediate Effects.—Evaluations of Head Start in which I.Q. tests were given frequently report that Head Start children (HS) show significant improvement at the end of the Head Start Program. On the SB, significant improvement after Head Start was reported in five studies (2 (yr.), 16, 19 (yr.), 23, 41 (yr)), and not in a sixth (41). In three studies, HS were superior to non-Head Start controls of the same socioeconomic class (NHS) (22, 38, 51 (yr.)); no difference between HS and NHS was found in another (26). For the PPVT, HS showed improvement after Head Start (16, 19 (yr.), 27); they were superior to

[1] Unless otherwise noted, references are to summer projects. (See Table I of Appendix.)
[2] The design of each study is described in Table 2 of the Appendix.

NHS in three studies (22, 38, 18), and not different in three others (1, 48, 36). For the DAP, HS showed improvement in two studies (27, 41 (yr.)), and not in two others (19, 41). HS was superior to NHS on the DAP in two studies (18, 21), and not different in two others (20, 48). On the Primary Mental Abilities Test, improvement following Head Start was reported in one study (17). In all cases in which no significant difference between HS and NHS was found, HS was nonetheless superior. (Note: see Table 3 in Appendix.)

Several studies administered the so-called culture-free intelligence tests. On the Raven Progressive Matrices Test, no improvement was found following Head Start (16); slight improvement was obtained on the Cattell Culture Fair I.Q. test (28); and significant improvement was obtained on the Leiter International Performance Scale (16, 23).

Long Term I.Q. Effects.—Several studies provided information on Head Start children the year after their Head Start experience. One November follow-up study reported HS still superior to NHS (21); in three other studies, there were no HS–NHS differences (17, 19, 22). Follow-up studies in May showed HS superior to NHS in three cases (18 (PPVT), 21, 26), and not different in four others (1, 18, 18 (DA), 20). (note: see Table 4 in Appendix).

OTHER TESTS OF COGNITIVE ABILITIES

Caldwell Preschool Inventory (PSI).—The PSI was developed especially for Head State; it is new and therefore not standardized. It is supposed to be a test of knowledge (as opposed to ability), and consists of four subtests: the first tests knowledge of the child's personal world (name, parts of the body, etc.), the second tests vocabulary, and the third and fourth test knowledge of concepts of form, color, size, and shape. Two studies compared HS and NHS on the PSI immediately after Head Start; one reported no difference between HS and NHS (20); the other reported a small but significant difference favoring HS (1). Other studies reported an increase in PSI performance immediately after Head State (3, 42 (yr.), 47). Two follow-up studies reported no HS–NHS difference 6–8 months after Head Start on any subtest of the PSI (20, 30).

Illinois Test of Psycholinguistic Abilities (ITPA).—Two studies reported increases in performances on the ITPA after Head Start (2 (yr.), 24 (yr.)); a third reported HS superior to NHS (38); and a fourth reported no difference (36).

Readiness and Aptitude Tests.—Every area of the country has its own readiness test, and nearly every Head Start evaluation used a different one. Two studies (2 (yr.), 27) reported increases in performance on such tests after Head Start; a third reported HS superior to NHS in the fall (38), and a fourth reported no HS–NHS difference in the fall (20). In follow-up reports (in May), one study found HS superior to NHS (26), and four studies found no difference between HS and NHS (1, 19, 21, 40). In one report, the third grade reading test performance of low income children who had preschool experience was superior to that of children with no preschool experience (30).

Miscellaneous Cognitive Measures.—In one study, observers made naturalistic observations of children's concept attainment in play situations at two-month intervals throughout kindergarten (following Head Start) (1). Initially, HS was superior to NHS on all concepts (color, form, ordering, and time), but most of the differences washed out by the end of the kindergarten year.

Another study reported categorization behavior (of both objects and representations of objects) of HS, NHS, and middle class children both after Head Start and the following spring (29). Initially, HS was slightly superior to NHS in categorization tests, but both were considerably inferior to middle class controls. However, in contrast to the typical washing out effect, it was reported that HS children showed more gains in categorization behavior during kindergarten than NHS children.

On the Ammons Picture Vocabulary Test, HS was reported not different from NHS at the end of kindergarten (21).

Perceptual Tests. Lower class children are reported to be deficient in perceptual discriminatory skills (52). Improvement on the Seguin Form Board Test was reported in one study (42 yr.), and not in a second (47). One follow-up study showed HS superior to NHS in November (22). On the Wepman Auditory Discrimination Test, HS was not different from NHS either at the end of Head Start (22), or the following may (21). On the Frostig Test of Visual Perception, there was no HS–NHS difference the following May (26).

EFFECT OF TEACHERS

HS is reported to be more susceptible to teacher influence than NHS (i.e. HS tends to score higher than NHS on various tests if they have good teachers, and lower than NHS if they have poor teachers) (1, 30). One study in which HS teachers were rated by independent observers reported the following (18):

(1) Teachers rated "warm" by observers produced significantly greater I.Q. changes in HS children.

(2) Teachers who spent their time teaching, as opposed to letting the children play, produced significantly greater I.Q. gains.

(3) Teachers who emphasized intellectually activity, as opposed to care of property and materials, produced significantly greater I.Q. gains.

MEASURES OF SOCIAL BEHAVIOR

Impulse control tests have been devised to measure the reported hyperactivity and lack of self control of lower class children (20). (Such tests require the child to perform some motor task very slowly.) One study reported HS superior to NHS on this task (29), and another reported no effect of HS on this task (20).

Teacher ratings of the social adjustment and readiness for school of HS (typically measured on the Zigler Head Start Behavior Inventory) were higher following Head Start in five studies (19, 20, 3, 27, 30), and not different in the sixth (26). In two follow-up studies, teacher ratings of HS were higher than NHS in kindergarten (30, 41). When the social behavior of HS and NHS in kindergarten was rated by independent observers, HS was better socially oriented than NHS in one study (22) and not different in another (40).

SUMMARY AND COMMENTS

Results of Head Start evaluations are not consistent, but the overall picture seems to be as follows: there is a small immediate increase in performance on most tests, and this effect disappears with time. Either improvement following Head Start or superior performance of HS to NHS controls was obtained in 31 or 47 cognitive measures, 2 of 4 perceptual measures, and 6 of 8 social measures in the studies reviewed. In the follow-up studies, HS was superior on only 6 of 20 cognitive tests, and 1 of 3 perceptual tests. These results may seem either encouraging or discouraging, depending on whether one is an optimist or a pessimist; in either case, the following points should be taken into consideration in their interpretation:

(1) The studies which report post-Head Start gains are typically not the same as those follow-up studies which report no HS–NHS differences. Table 6 (Appendix) shows those studies for which *both* post-Head Start data and follow-up data were reported. There is evidence for a disappearance of Head Start positive effects, but there is also evidence in two cases (26, 29) that HS benefits more from kindergarten experience than NHS. The small number of studies and lack of uniform data in Table 6 makes conclusions about this point difficult.

(2) When a significant improvement in I.Q. is obtained, the gain is typically small (3–18 I.Q. points in most studies). Although the consistent finding that I.Q. scores improve following Head Start is impressive; in fact, post-Head Start scores are often still low. When compared to middle class control groups, and national norms, Head Start children are frequently still at a disadvantage (17, 18, 21). (See Table 5, Appendix.)

(3) Head Start children are at the age range for which the lower class-middle class discrepancy, in I.Q. scores at least, is reported to be smallest. The effect of Head Start on the subsequent widening of this gap remains to be seen.

(4) Although it would be nice to anticipate that Head Start's effect might be to prevent the cumulative disadvantage of the lower class child, the fact is that I.Q. scores of preschool age children do not correlate highly with I.Q. scores at later ages (34); so the interpretation of a small I.Q. gain at this age range is difficult.

(5) When improvement in I.Q. and cognitive tests is obtained, what does it mean? Of course it is not possible to answer this question at this time, but one finding should be mentioned. Two investigators have reported that much of the lower class-middle class discrepancy in performance on I.Q. tests can be accounted for by factors other than intellectual ones; i.e.,

anxiety in the testing situation (25, 51). One of these studies (51) has reported that much of the obtained improvement in I.Q. test performance following Head Start can be accounted for by reduction in this anxiety. Findings such as these suggest that I.Q. tests may not be the most appropriate for measuring what is going on in Head Start.

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APPENDIX A

TABLE 1.—*Classification of studies as either summer or full-year projects*

Summer projects	1, 3, 4, 5, 7, 8, 9, 10, 11, 12, 16, 17, 18, 19, 20, 21, 22, 23, 26, 27, 28, 29, 30, 38, 40, 41, 47, 48.
Full-year projects	2, 19, 24, 41, 51.
6-month projects	42.

TABLE 2.—*Designs of the studies reported*

Type and definition	*Studies using this design*
I. Headstart only: Pre versus post measures	2, 3, 16, 24, 27, 28, 41, 42, 47, 19 (yr).
II. Headstart versus non-Headstart controls:	
A. Pre-post Headstart: Fall control	18, 19 (summer).
B. Pre-post Headstart: Pre-post control.	23, 38, 51.
C. Post Headstart: Fall control	20, 22, 30, 40, 48, 41 (teacher ratings only).
D. Pre-Headstart-postkindergarten: Fall control-postkindergarten.	1, 26.
III. Headstart, non-Headstart, middle-class control:	
C. Post Headstart: Fall control	21, 29.
E. Pre-post Headstart-postkindergarten: Fall control-postkindergarten.	17.

TABLE 3.—*Summary of effect of Headstart on a variety of tests*

Test	Prepost increase	Prepost no difference	Headstart superiority to non-Headstart	No Headstart-non-Headstart difference
S-B	2, 16, 23, 19 (year), 41 (year).	41 (summer)	22, 38, 51 (year)	26.
PPVT	16, 27, 19 (year)	47	22, 38, 18	1, 36, 48.
DAP	27, 41 (year)	41 (summer), 19 (summer).	21, 18	20, 48.
PMA				17.
Raven				16.
Cattell	28			
Leiter	16, 23			
PSI	3, 42, 47		1	20.
ITPA	2, 24		38	36.
Readiness	2, 27		38	20, 40.
Seguin	42	47	22	
Wepman				22.
Impulse control			29	20.
Teacher rating	3, 19, 27, 30			26.
Other ratings			22	

TABLE 4.—*Followup studies of Headstart*

Test	Headstart superiority	No Headstart-non-Headstart difference	Time of followup
IQ (all)	21, 18 (PPVT), 21, 26	17, 22, 19, 1, 17, 20, 18 (DAP)	November, May.
PSI		20, 30	Spring.
Readiness	26, 30	1, 19, 21, 40 [1]	May, 3d grade.
Ammons		21	May.
Wepman		21	Do.
Frostig		26	Do.
Seguin	22		November.

[1] Followup in midwinter.

TABLE 5.—*Magnitude of IQ (SB and PPVT) score changes*

Study	Pre-Headstart	Pre-non-Headstart	Post-Headstart	Post-non-Headstart	Prepost change	Headstart-non-Headstart difference
Stanford Binet:						
2	88.5		95.9		[1] +7.4	
16	91.0		94.4		[1] +3.4	
19 (years)	93.5		104.0		[1] +10.5	
41 (sum)	90.5		91.6		[1] +1.1	
41 (years)	89.6		108.8		[1] +18.2	
22			20.4	13.0		[1 2] +7.4
23	92.8	100.5	110.8	102.5	[3] +18.0	[3] +8.3
38	86.0		95		[3] +9.0	[1] +14.0
PPVT:						
1			47.78	47.84		[2] .06
16	82.0		91.8		[1] +9.8	
19 (years)	75.0		93		[1] +18.0	
27	34.8		38.9		[1 2] +4.1	
22			90.10	74.03		[1] +16.07
18			39.7	33.7		[1 2] +6.0
47	45.9		47.9		[2] +2.0	

[1] Significant difference.
[2] Raw scores.
[3] Significance level not reported.

TABLE 6.—*Followup studies for which post-Headstart data exist*

Study	Test	Time 1 post-Headstart	Time 2 Followup	Time 1–2 change
17	PMA	No Headstart-non-Headstart difference.	No Headstart-non-Headstart difference (November).	No change.
18	PPVT	Headstart superiority to non-Headstart.	Headstart superiority to non-Headstart but difference less (May).	Decrease in Headstart-non-Headstart difference.
	DAP	do	No Headstart-non-Headstart difference (May).	Headstart effect washed out.
21	DAP	do	Headstart superiority to non-Headstart (May).	No change.
22	S-B	do	No Headstart-Non-Headstart difference (November).	Headstart effect washed out.
	PPVT	do	do	Do.
26	S-B	[1]	[1]	[1].
1		[2]	[2]	[2].
29	Sigel categorization test.	[3]	[3]	[3].

[1] Magnitude of gain from post-Headstart to end of kindergarten greater for Headstart than for non-Headstart.
[2] Observations by independent observers of child's utilization of concepts in kindergarten found superiority of Headstart to non-Headstart children decreased during the kindergarten year.
[3] At post-Headstart, Headstart were slightly superior to non-Headstart, but Headstart showed greater gains in categorization bahavior during kindergarten than non-Headstart.

APPENDIX B

SOME PUBLISHED SURVEYS OF HEAD START AND RELATED LITERATURE

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PRE-FIRST GRADE PROGRAMS UNDER HEAD START AND TITLE I OF P.L. 89-10

Disadvantaged children can benefit from pre-primary programs financed under both Head Start and Title I of the Elementary and Secondary Education Act of 1965, P.L. 89-10. These two programs differ somewhat in both scope and investment per child.

Title I pre-first grade programs focus primarily on learning readiness, although ancillary services are often provided. Head Start programs are essentially child development programs which concentrate on the total needs of the child; as much attention is given to physical and mental health, nutrition, and social work services as educational activities. Head Start, seeking to involve the whole family, works within the larger framework of community action.

There are cost comparisons which reveal that the per pupil expenditure in Title I pre-schools is considerably below that in Head Start. In FY 1966, for example, Head Start spent an average of $200 per child in its summer programs and $1,050 for its full year activities. The average per pupil expenditure for all Title I programs (not limited to preschool) was $119. Data on the two programs are not really comparable, but the following chart serves as a rough indication of the disparity in financial investment per child:

Number of children and funds invested in pre-1st-grade programs under Headstar and title I, ESEA in fiscal year 1968.

	Number of children	Funds invested	Per pupil investment
Headstart	733,000	[1] $180,000,000	$245.56
Title I	[2] 481,200	[3] 38,179,127	79.34

[1] Excludes $16,000,000 for training, $2,000,000 for evaluation.
[2] Includes 103,400 prekindergarten and 377.800 kindergarten children.
[3] Excludes in-service training, construction, mobile classrooms, and equipment not conducive to proration by grade level.

These rough cost comparisons seem to indicate that the quality of Title I preschool programs is somewhat below that in Head Start. It must be recognized, however, that the per pupil allocation under Title I is much lower than the Head Start amounts. Thus, school systems are unable to carry on Title I pre-school programs which are comparable in cost to Head Start.

VOCATIONAL EDUCATION

Senator MURPHY. Have you any—the Office of Education, Mr. Dave Bushnell stated that the total amount spent for research under the Vocational Education Act by the end of fiscal year 1966 was $29,200,000.

Now, as a result of this, what can you tell us regarding the current status and adequacy of vocational education programs? Do they need expansion? Are they adequate? What are the results?

Mr. HOWE. I think I ought to say, first of all, Senator Murphy, that those funds are available for both research and training——

Senator MURPHY. Yes.

Mr. HOWE (continuing). Not just research alone.

Senator MURPHY. Yes.

Mr. HOWE. And a significant portion of those funds has gone into training personnel to work in vocational education. This has been very useful. I think that we now have major efforts at the improvement of curriculum in vocational education growing out of those funds, and that these are having effect in the schools.

I think that vocational education has made significant advances under the 1963 act. There is just no question about this, that more people are being more effectively served.

At the same time, I have to agree with the implication of your comment that there is a lot to be done. I think there is a lot to be done in terms of connecting vocational education to two elements: on the one hand, to the regular program of the high schools, so that a higher proportion of youngsters who are in secondary schools have vocational types of training before they graduate or before they drop out; and, on the other hand, connecting vocational education to what is actually going on in business and the world of work.

So that the school programs are closely hooked to opportunities for work study while youngsters are in school, cooperative endeavors, part-time school, part-time work, and so that there is this chance to have the school adjust its curriculum to the changes that are taking place in business. And I think that vocational education is rapidly doing this, but that it needs to speed up its change pattern. And for this reason we have offered this new program this year to encourage the kind of change that is already beginning to take place.

This is a broad answer to your question.

Senator MURPHY. In other words, the need for certain skills which could be anticipated by a closer association between the actual heads of business and educators, I would think, would be most helpful. Has there been any—as an example, a few years back in an industry in which I was involved, we were the first to use a computer. We had great difficulty finding people to operate the computer, the computers that we wanted to install. Coordination between the industrial leader and the educational leader would anticipate this, and of course, the work exeprience is great.

Has there been any advance in this field. I mean, due——

Mr. HOWE. Well, the whole electronic revolution has placed vocational education under a major pressure for change, and it has responded, but it could respond more rapidly. There are all sorts of specialties in employment in the new realm of electronics than the post World War II period has made available. And I think we need to recognize the fact in vocational education that the kind of change that the electronics revolution has produced is a kind of change that is going to continue, and that new types of employment will emerge more rapidly than they have in the past.

Therefore, vocational education has the tough job of not just training for a specific skill, but training someone who is adjustable to changes in the nature of his employment throughout his life.

This argues for some return to broader areas of instruction in vocational education, some return perhaps to the scientific basis for technical occupations in the curriculum of vocational education. And I think it is these kinds of changes that are taking place, and certainly these are the kinds we are trying to encourage.

I thoroughly agree with your observations about the need for more planning between those responsible for major business enterprise and those responsible for major educational enterprise.

JOB CORPS PROGRAM

Senator MURPHY. Now, have you had any direct information that you could give us as the result of the Job Corps program? I must

relate the two, because serving on both subcommittees I try to keep it in balance in my own thinking. Has it helped in the—have there been any experiences with the Job Corps that would help in changes in the vocational curriculum?

Mr. HOWE. Well, there has been interaction among business people and those responsible for the Job Corps, and I think the Job Corps has been an inviting kind of development, as it has tried to train youngsters who have by and large not been successful in the schools or, perhaps, we ought to say in another way, with whom the schools have not been successful. And so I see the Job Corps influencing the patterns of regular education in the schools by showing what can be done with these youngsters in a new approach to training them for practical work.

Beyond this, I really cannot go because not being responsible for the Job Corps specifically, I do not have detailed information on that, but I am certainly a supporter of the kind of thing it is doing and its impact on the regular schools.

Senator MURPHY. Thank you very much.

I have no further questions.

Senator YARBOROUGH. The Senator from West Virginia.

Senator RANDOLPH. Mr. Chairman, I thank you.

SPEECH THERAPY

Commissioner Howe, John F. Hughes, your Director of the Division of Compensatory Education, has furnished us a report for fiscal 1966 of the instructional areas included under title I. I found the entire report most interesting and informative and challenging because of some of the areas in which work is being done.

I think we have overlooked to a certain degree the value of speech therapy.

I noted that there were 178,000 children who had participated and, presumably, benefited during fiscal year 1966 by this activity.

Would you wish to supply for the record, or discuss briefly at this point, just what has been done, or what you find the needs are beyond what is being accomplished?

Mr. HOWE. Well, let me say a word generally, and let me ask Mr. Hughes to comment, since he is here.

First of all, could I ask, Senator, that this brief document which may be the one you are referring to, and which provides a summary of title I experience in 1966, be inserted in the record, because I think it is a useful reference point for a good deal of information.

Senator RANDOLPH. It helped me very, very much. I could understand it and could see quickly what was being done under title I.

Senator YARBOROUGH. I order that printed as part of the record.

Senator RANDOLPH. Thank you, sir.

(The document referred to above follows:)

TITLE I

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

(PL 89-10)

SCHOOL YEAR
1965-66

Highlights

Division of Compensatory Education
Bureau of Elementary & Secondary Education
U.S. Office of Education

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Local Educational Agencies and Enrollment
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Percent of Title I Children Scoring in Lowest Quartile (Reading)
Percent of Title I Children Scoring in Lowest Quartile (Arithmetic)

LOCAL EDUCATIONAL AGENCIES AND ENROLLMENT

17,500 LOCAL EDUCATIONAL AGENCIES WITH TITLE I PROGRAMS ACCOUNTED FOR ——

* 65% of Total United States Local Educational Agencies
* 90% of Total United States Public School Enrollment

Fiscal 1966

DURING THE FIRST YEAR OF TITLE I

17,500 LOCAL EDUCATIONAL AGENCIES:

* Expended $987,596,000 1/ Title I funds
* For 22,200 projects
* Serving 8,299,900 children

1/ Estimated expenditures as of November 30, 1966.

Fiscal 1966

ENTITLEMENTS UNDER TITLE I

$1,164,529,000	Funds for LEAs (PL 89-10)
15,917,000	Funds for State Supported Schools for Handicapped Children (PL 89-313)
1,180,446,000	Total
12,535,000	Funds for State Administration
$1,192,981,000	TOTAL ENTITLEMENTS

Fiscal 1966

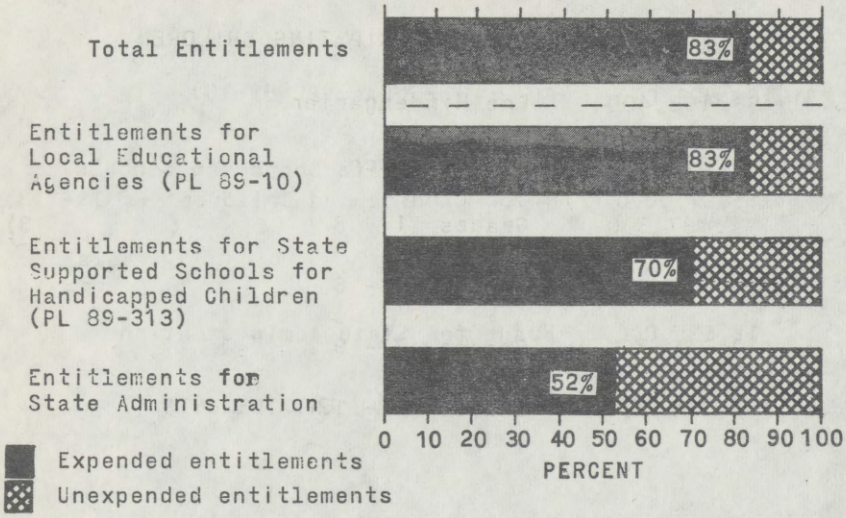
EXPENDITURES 1/ UNDER TITLE I

$969,935,000	Expenditures by LEAs (PL 89-10)
11,166,000	Expenditures by State Supported Schools for Handicapped Children (PL 89-313)
981,100,000	Total
6,496,000	Expenditures by States for Administration
$987,596,000	TOTAL EXPENDITURES

1/ Estimated expenditures as of November 30, 1966.

Fiscal 1966

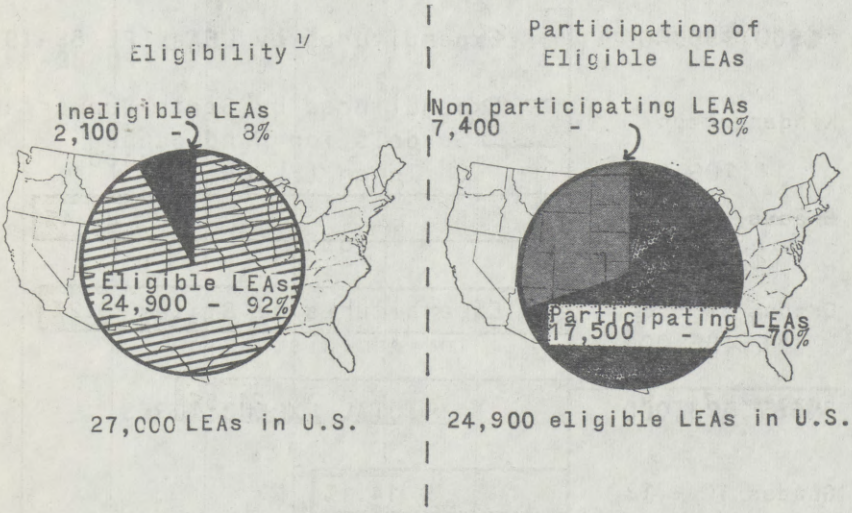
PERCENT OF ENTITLEMENTS EXPENDED[1/] UNDER TITLE I



1/ Estimated expenditures as of November 30, 1966.

Fiscal 1966

ELIGIBILITY FOR TITLE I FUNDS AND PARTICIPATION BY LOCAL EDUCATIONAL AGENCIES (LEAs)



1/ LEA eligibility is based on low-income factor.

Fiscal 1966

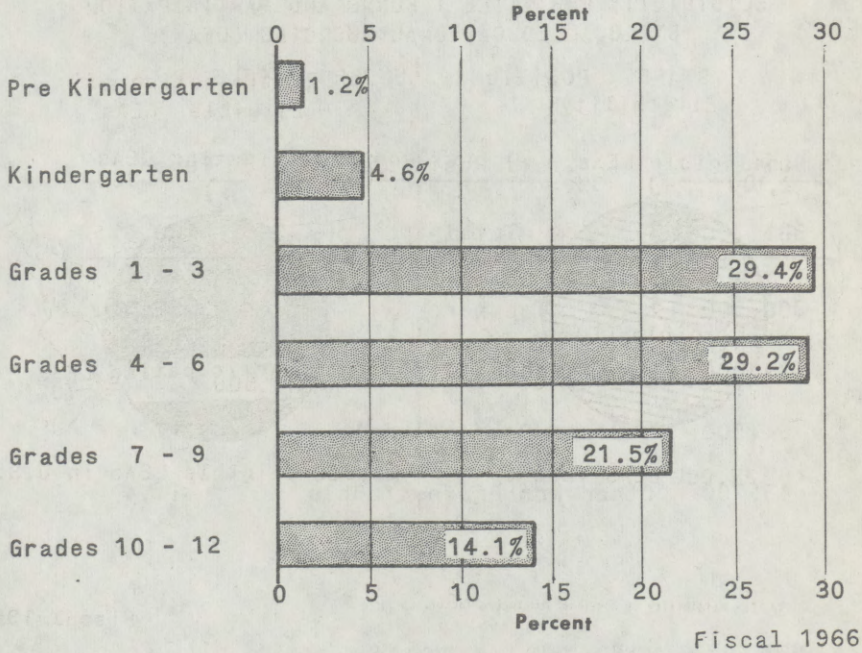
PARTICIPATING CHILDREN IN TITLE I PROJECTS BY GRADE SPAN

8,299,900 [1]	TOTAL PARTICIPATING CHILDREN
103,400	Pre Kindergarten
377,800	Kindergarten
2,437,300	Grades 1 - 3
2,427,300	Grades 4 - 6
1,788,200	Grades 7 - 9
1,165,900	Grades 10 - 12

1/ Includes public, nonpublic and not enrolled in any school.

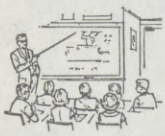
Fiscal 1966

PERCENT OF PARTICIPATING CHILDREN IN TITLE I PROJECTS BY GRADE SPAN

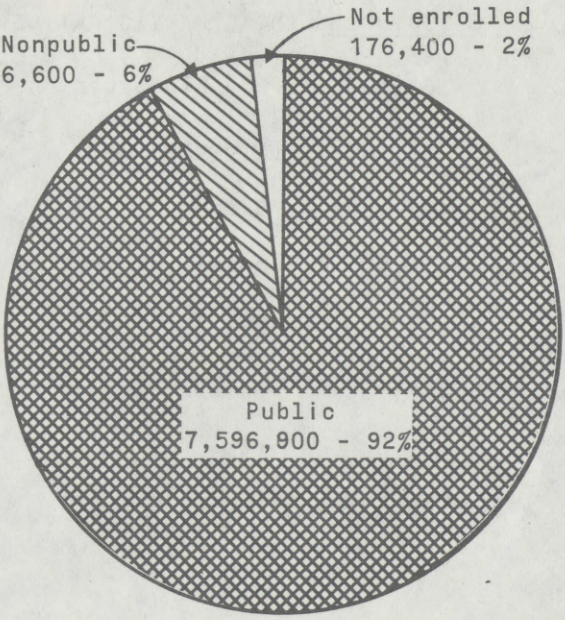


Fiscal 1966

PARTICIPATING CHILDREN IN TITLE I PROJECTS
BY ENROLLMENT



8,299,900
Total
participating
children

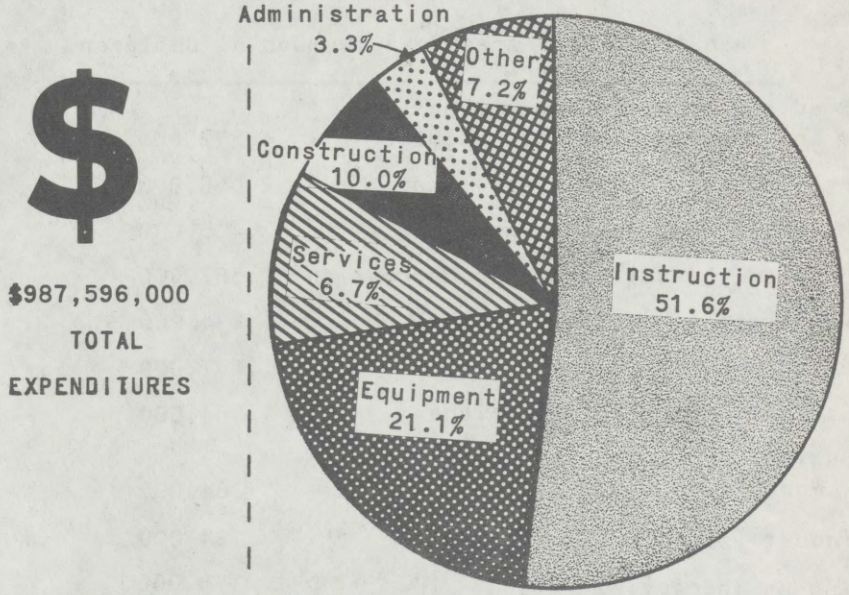


NEW STAFF POSITIONS UNDER TITLE I

Number	Staff Positions	Percent
381,700 1/	Total	100.0%
200,500	Teachers	52.5
73,000	Teacher Aides	19.1
64,500	Other Professionals	17.0
43,700	Other Non Professionals	11.4

1/ Includes full-time, part-time, regular and temporary positions.

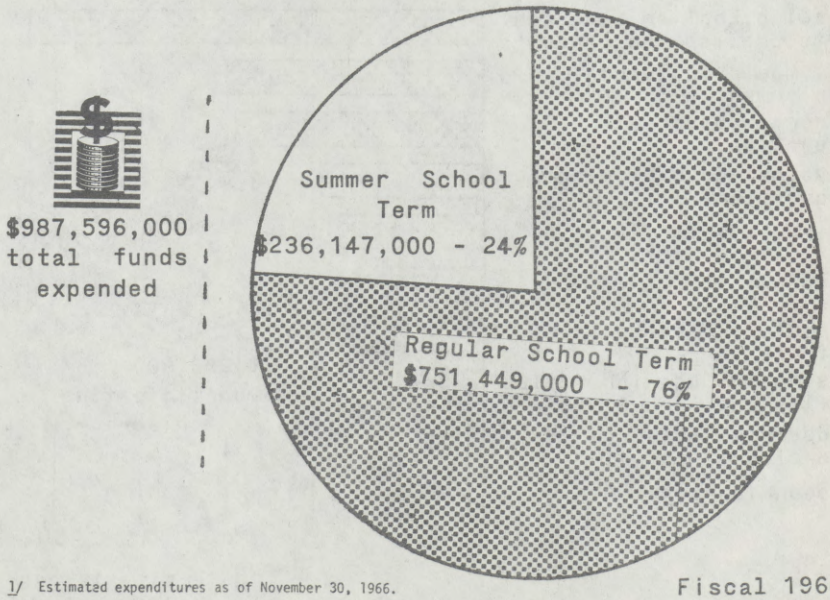
TITLE I EXPENDITURES 1/ BY SELECTED CATEGORIES



1/ Estimated expenditures as of November 30, 1966.

Fiscal 1966

TITLE I FUNDS EXPENDED 1/ BY SCHOOL TERM



1/ Estimated expenditures as of November 30, 1966.

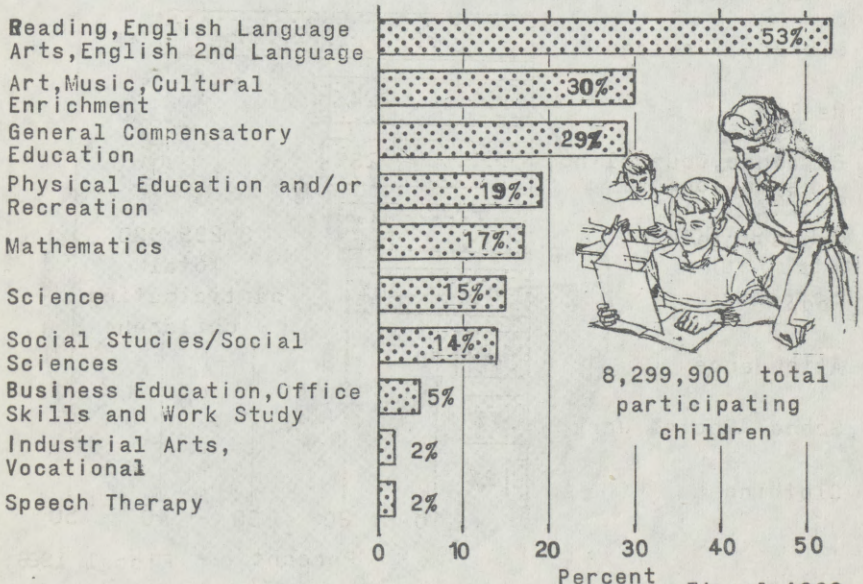
Fiscal 1966

TITLE I CHILDREN PARTICIPATING BY INSTRUCTIONAL AREA

Instructional Area	Number of Children
Reading, English Language Arts, and English as a 2nd Language	4,372,000
Art, Music, Cultural Enrichment	2,456,000
General Compensatory Education	2,435,000
Physical Education and/or Recreation	1,587,000
Mathematics	1,434,000
Science	1,207,000
Social Studies/Social Sciences	1,184,000
Business Education, Office Skills/ Work Study	384,000
Industrial Arts, Vocational	184,000
Speech Therapy	178,000

Fiscal 1966

PERCENT OF TITLE I CHILDREN PARTICIPATING BY INSTRUCTIONAL AREA



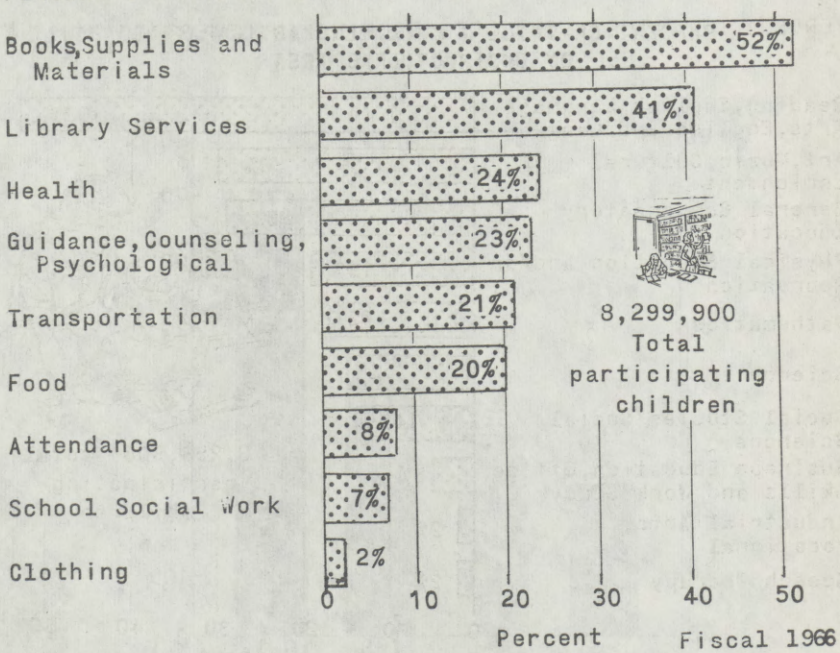
Fiscal 1966

TITLE I CHILDREN RECEIVING SERVICES

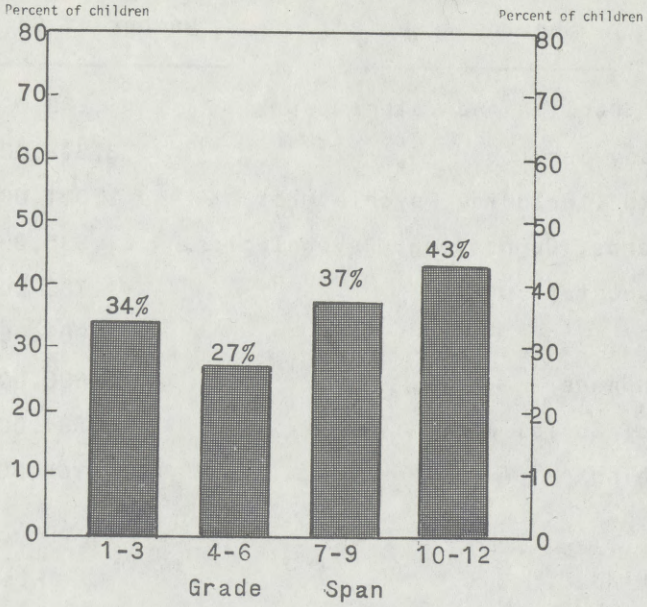
Service Area	Number of Children
Books, Supplies and Materials	4,289,000
Library Services	3,372,000
Health (Including Psychiatric)	2,001,000
Guidance, Counseling, Psychological	1,935,000
Transportation	1,783,000
Food	1,681,000
Attendance	696,000
School Social Work	594,000
Clothing	164,000

Fiscal 1966

PERCENT OF TITLE I CHILDREN RECEIVING SERVICES



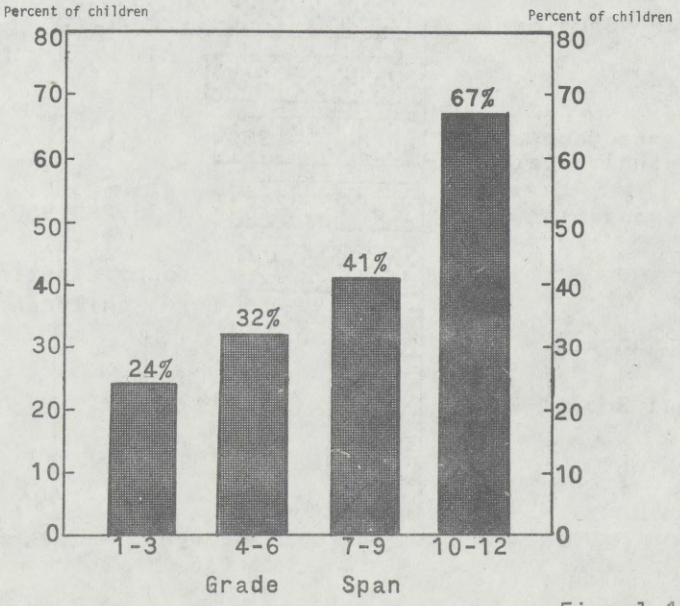
PERCENT OF TITLE I CHILDREN SCORING IN LOWEST QUARTILE [1/]
SELECTED READING TESTS



1/ National Norm.

Fiscal 1966

PERCENT OF TITLE I CHILDREN SCORING IN LOWEST QUARTILE [1/]
SELECTED ARITHMETIC TESTS



1/ National Norm.

Fiscal 1966

Mr. HOWE. I think there are more needs for speech therapy than are being met by either local or State or federally supported programs. Whether to include in the category of speech therapy the special needs of certain minority groups for help in speech patterns, I do not know. This is a technical matter.

But certainly speech therapy ranges over a variety of very special clinical-type difficulties, and then into the cultural area. And it seems to me that this is an aspect of disadvantage for many children, the inability to make sounds in the commonly accepted way that our normal speech makes us use them, even allowing for the Southern accent. And I think that, therefore, we ought to be looking rather critically at this area to see what is being provided.

Maybe Mr. Hughes could give us some more information about that.

STATEMENT OF JOHN F. HUGHES, DIRECTOR, DIVISION OF COMPENSATORY EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. HUGHES. Yes, sir. I think another interesting factor here is that a large proportion of these children are receiving service in prekindergarten, kindergarten, and the elementary grades. As a matter of fact, 22,000 are in prekindergarten and kindergarten grades. And 130,000 of those who received service were in grades one through six. There were an additional 26,000 who were in the upper grades.

I think this comments on a fact of title I that is true in other areas, and that is that there is a tendency, and I think a very desirable one, to concentrate on these children in the early years when their problems are emerging and are easily identified and more easily corrected.

I think it is also probably true that many of the children who are getting various kinds of speech assistance are listed in other projects under general language development, which perhaps does not emerge as speech therapy as such.

I think the fact that this category has been identified as a special one by the school districts is the recognition of their interest in it. and their recognition that it is a very serious problem.

Senator RANDOLPH. Mr. Hughes, to be specific, I know of one speech therapist, a woman, who in teaching in two counties in West Virginia, was, in the language of her letter to me, appalled by the problem in this area of instructional need. She indicated just what you have expressed here, how important it is to go into the matter while the child is younger.

Mr. HUGHES. That is right.

Senator RANDOLPH. This should be done in earlier years rather than when the child is older. I have been impressed by reading here correspondence, particularly of the need in our State for regular emphasis.

You feel that this is true throughout many areas of the country; is that correct?

SPEECH PATTERNS

Mr. HUGHES. That is true, sir. And, as a matter of fact, I think these programs in your State in Logan County and Kanawha County have proved to be of marked success. We have also heard of projects

in the State of Virginia, in Albemarle, giving very heavy emphasis to oral correction of speech problems, and this program has been eminently successful in working with disadvantaged children in that area, covering such things as the Commissioner mentioned, of dialect problems as well as impediments in speech.

Senator MURPHY. Will the Senator yield?

Senator RANDOLPH. Yes.

Senator MURPHY. You have got a whole new problem now with "hippy" talk.

Mr. HOWE. I think you have it more in California than any place else.

Senator MURPHY. I know that, and I do not say this—I have watched this over the years. Really, I think that a whole new jargon came in with Bing Crosby many years ago. He had a way of finding an expressive combination of words that would take the place of an entire paragraph, and he was expert. And now we all know expressions, and you find the word "like" is interjected every place.

It is quite a problem now, and if it continues, in another 10 years it will be very hard for the normal person to understand some of the people that we are exposed to on television, for instance.

Mr. HOWE. I am interested in your comment on Bing Crosby's originating this.

Senator MURPHY. He was the first one, I believe, that started it. You know, he used to have very expressive combinations that——

Mr. HOWE. I remember his song, "Bibbidy Bobbidy Boo;

"Put it together and what have you got?

"Bibbidy Bobbidy Boo." [Laughter.]

Senator MURPHY. That is true. It was first called "hep" talk, and the "hippies" were the "hipsters," and I have lived through all these things. I have tried to survive them. I do not know whether I will make it or not.

I have no more questions.

TABLES OF STATE EXPENDITURES UNDER THE PROGRAM

Senator YARBOROUGH. Mr. Commissioner, yesterday, I requested tables for today, showing the money spent under the Elementary and Secondary Education Act, State by State. Do you have those tables?

Mr. HOWE. Mr. Chairman, we have been endeavoring to pull together that information, and I am not sure whether we have gotten all of it for you or not, but let me ask Mr. Estes what we have been able to do.

Senator YARBOROUGH. Due to the hour, if you have not; if you will have it in the morning. We are going to recess in a few minutes until 10 o'clock in the morning. If you do not have it complete today, bring it tomorrow. We want to know how much you have spent in each State in the Union. Simply stated, we want a breakdown of each State, how much money you spent in the State, how many children participated in each program, how much money was spent on the average in each State per child.

I want to know how many children are in programs in private schools and how many in public schools, and how much is spent per child in each type of school.

Mr. HOWE. Senator, we will have our budget office working on this. It is asking for information in a form which we have not ordinarily arranged it.

Senator YARBOROUGH. You have it in this form which you have put in the record.

Mr. HOWE. It is a most ingenious question. It will strain our computers, but we will try to have it for you tomorrow morning.

Senator YARBOROUGH. I think the people that worked on this one that you filed here, if they get in any worse shape, would militarily be qualified for the camouflage and concealment section of the Armed Forces for what you cannot find in this.

Mr. HOWE. Well, we thank you for those words of admiration, Senator.

Senator YARBOROUGH. I could not find anything about the money spent in my State, the average of how much you are spending per pupil there, compared to New York, for example. The staff would like to have it for all these school districts where they do, and do not, have money. We want to know whether the money is going to the richer areas or the poorer areas, in which programs, and to which children.

NEED FOR DISSEMINATION OF EDUCATIONAL INFORMATION

There is also a provision in title II of Public Law 874 that was put in this law on my motion last year that provides that the Commissioner shall prepare and disseminate to State and local educational agencies, and other appropriate agencies and institutions, cataloged reviews, et cetera, and, too, upon request, provide advice, counsel, technical assistance, and demonstration to State or local educational agencies, or institutions of higher learning undertaking to initiate or expand, et cetera. To save time, I am not reading all the paragraph. The purpose is to dessiminate information. It was pointed out when that was passed that the small districts do not have the money to send people in to learn about this. The small districts are left behind in education.

This title is to get the information of these laws and these programs out to the small schools. That had a certain authorization, $1.5 million for fiscal year ending June 30, 1967, and $2 million for the year ending June 30, 1968. Looking at your request to the Budget Bureau, I noticed that there was no request to the Budget Bureau by your Department for any moneys under that for this fiscal year, none estimated and none asked for.

Now, that is the way the small, poorer districts are being screened out of this. There was an Office of Education-sponsored project a couple of years ago which experimented with a traveling seminar, a group of educational experts who went around to some schools and conducted seminars and talked over the problems, and this research report concluded that this was a very useful techique, that the pressure of these—the presence of these experts coming into the districts and presenting a seminar was the thing that helped these districts find out what they could do.

A lot of these small districts, as you know, Mr. Commissioner, are so burdened with local administrative burdens, so limited by the lack of money they cannot study a volume of books and mimeographed mate-

rial that you send out, and cannot understand it if they do, to try to find out what these programs are.

It was the purpose of this amendment to stimulate interest in the areas that need help worse than any of them. They have the least money, do not have money enough to study these programs. I am wondering why this as a plain mandate of the law is ignored. Why the Office of Education just disregards that.

We put that law in for a purpose, to try to get a thorough distribution of this money to districts that need it. That is one reason I want a breakdown by States, and I think I am going to want a breakdown by areas in States when we get through with that. I think you are screening the little, poor districts, out of this, and I will just lay it on the table here.

We want the information. We want to know why you did not ask for a red cent under this law. You disregard whole sections of the law. You did not even ask the Bureau of the Budget for one red cent under this title that we passed.

We want to know why.

OE INFORMATION DISSEMINATION PROGRAMS

Mr. HOWE. Let me say, Senator, that we conduct a very wide program of dissemination; that we do a portion of this through services made available under our salaries and expenses appropriation; that we do a very large portion of it in connection with title III of the Elementary and Secondary Education Act, which is for purposes of demonstration and dissemination; that our publications are helpful in this realm; that we maintain a network of title I coordinators and title III coordinators in each State; that we have operated during the past year a major national conference for this purpose and a series of State conferences to which we have invited the people from the kinds of school districts you describe; that there is, therefore, a great deal of activity reaching in a direction about which I fully agree with you in terms of the need.

And I think that we would hope to fund this specific section to which you refer. I regret that we did not this past year, but I do submit that we have conducted a great deal of activity of the kind you are interested in.

Senator YARBOROUGH. Due to the lateness of the hour, I will not belabor the point, but I refer to your testimony last year at these hearings before our subcommittee in part 2, page 599 of the hearings on the Elementary and Secondary Education Act of 1966. And this was the testimony given in 1966, where, at the bottom of page 599, you testified, "Even assuming that another 1,000 innovative proposals could be supported in fiscal 1967, under the requested appropriation of $150 million, many of our Nation's schoolchildren would not reap the benefits," and you go on and explain why.

Now, this money, we believe, was needed, and the authorization is there. But you did not distribute your request for moneys. You just ignored that entirely, did not even ask for money to implement that.

I want to point out again, as it was pointed out yesterday, the budget estimate is $1.2 billion this year for the Elementary and Secondary Educational Act and you have of that sum $15 million for handicapped children.

There was an authorization this year under the bill for $2.4 billion for the educationally deprived, so-called, and $154 million for the handicapped.

I think this is one of the worst educational imbalances in the whole Federal approach, and I ask this Department to reconsider that, very seriously reconsider that.

You came down finally to a budget estimate of 50 percent of the amount authorized for the educationally deprived, and 10 percent of the amount authorized for the handicapped.

Mr. HOWE. Senator, let me interpret a little bit, what I said yesterday in regard to this.

First of all, this is a new program in the current year, or it was in fiscal 1967, and we typically do start new programs on a planning basis, and at somewhat lower than the level of their full authorization. I think the record will show, as we brought out yesterday, that we asked the Bureau of the Budget for considerably more than was eventually allowed for this particular fiscal 1967, of $15 million. And as I stated to Senator Javits yesterday, it seems to me important for us to increase the amounts that we have in this realm.

So I have considerable concurrence with the general principle that you are outlining here.

Senator YARBOROUGH. Thank you, Mr. Commissioner. We are going to recess the hearings until 10 in the morning, and we will hear, I believe, State witnesses tomorrow. We will not discharge you and your assistants finally.

After all the other witnesses have come in with their requests, or discussions, we will reserve the right to call the Commissioner or members of his staff back, or maybe both, to see if further exploration is needed before we pass on our legislative duties of passing the laws. Also to be sure the information we want has been provided.

Mr. HOWE. Thank you, Senator.

Senator YARBOROUGH. Thank you for your patience here.

Mr. HOWE. My understanding is that you do not want us to return tomorrow?

Senator YARBOROUGH. Oh, no. We are not asking you to come back tomorrow.

We will notify you and give you time, but we would like to have those tables tomorrow.

Mr. HOWE. We will work on these.

Senator YARBOROUGH. Thank you.

(Whereupon, at 12:43 p.m., the subcommittee recessed, to reconvene Wednesday, July 26, 1967, at 10 a.m.)

80-086 O—67—pt. 3——13

EDUCATION LEGISLATION, 1967

WEDNESDAY, JULY 26, 1967

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to recess at 10 a.m., in room 4232, New Senate Office Building, Senator Wayne Morse, chairman of the subcommittee, presiding.

Members present: Senators Morse and Dominick.

Also present: Senator Edward W. Brooke.

Committee staff present: John S. Forsythe, general counsel; Charles Lee, professional staff member; and Roy H. Millenson, minority clerk.

WELCOME OF SENATOR BROOKE

Senator MORSE. The hearing will come to order.

The subcommittee is honored this morning to have with us Senator Brooke of Massachusetts, who will have the privilege of introducing the State commissioner of education of Massachusetts, the Honorable Owen B. Kiernan.

I am delighted to call upon you, Senator. This is the first time that you have appeared before this subcommittee in any capacity. It is my hope that some day you will appear before us as a witness on our educational legislation, I am sure that when you do, you will find that the legislation again this year emphasizes the importance of having the Federal Government carry out its burden of partnership, as I like to put it we strive to help the States and the local school districts give an opportunity to the boys and girls of this country for the maximum development of their intellectual potential, it is a philosophy completely in line with the political philosophy I have heard you express from time to time yourself.

I am going to do a little lobbying of you now right in public, on behalf of the full committee, because I always take almost invariably a unanimous report to the floor of the Senate.

I want you to know that we welcome any help that you can give us from time to time as we consider this legislation. We are particularly interested in learing of the effect of any piece of the proposed legislation upon the school systems of Massachusetts. That is the kind of help I want from each Senator for this subcommittee. It is one that does not live unto itself alone, but seeks the advice of Senators in connection with the educational problems of their respective States.

So I am delighted to have you before us this morning, and I am pleased to give you the privilege, for it is a privilege, to introduce the State commissioner of education of Massachusetts for our record.

STATEMENT OF HON. EDWARD W. BROOKE, A U.S. SENATOR FROM THE STATE OF MASSACHUSETTS

Senator BROOKE. Well, Mr. Chairman, I am certainly grateful to you for affording me this privilege, and I am especially grateful for your kind invitation to appear before your committee as a witness. Now I have long been interested, as you have well stated, in the subject matter which is before your committee, and I accept your invitation and will appear before your committee at a time when you find it possible for me to do so. And I look forward to bringing to you at least my ideas on this very, very important subject of education.

I want to again thank you for lobbying, as you have said it this time, and I am just very pleased to be able to accept.

INTRODUCTION OF COMMISSIONER KIERNAN

This morning, Mr. Chairman, I have the great opportunity to introduce an old friend and colleague, Commissioner Owen B. Kiernan. I had an excellent working relationship with Commissioner Kiernan for 4 years when I served as attorney general of the Commonwealth of Massachusetts, and I had the opportunity to observe his administration of the education department firsthand. He is an excellent administrator, but a man who has not been content with the status quo. He reorganized the department of education to make it more responsive to new ideas, new concepts and new programs. He is a prime author of the thoughtful, far-seeing report on the racial imbalance in the Massachusetts school system which was the forerunner of the Commonwealth Racial Imbalance Act.

Now, we are very proud that Massachusetts is the first State in the Nation to pass such a law. It was through the trailblazing efforts of Commissioner Kiernan that this was done.

At the national level he has been active and helpful in working out and developing the implementation program which has been evolved out of the Elementary and Secondary Education Act. His colleagues in the educational field have long known him as an imaginative leader, a fighter for better education at every level, and we in Massachusetts are proud of him and grateful to him for the magnificent job he has done for education in Massachusetts as our commissioner of education for some 10 years. He is eminently qualified. He is a bachelor of science, master of arts in teaching from our alma mater, Boston University, and he is a doctor from Harvard University. He has served since 1957 as the commissioner of education, but prior to that time he was the principal of a high school, then the superintendent of two school systems in Massachusetts, and he has been elected as president of the Council of Chief State School Officers, which represents the 50 States, Puerto Rico, Virgin Islands, Canal Zone, Guam, American Samoa, and the Trust Territory of the Pacific Islands.

And so, Mr. Chairman, I am proud to introduce to you Dr. Owen B. Kiernan, commissioner of education of the Commonwealth of Massachusetts.

PANEL CONSISTING OF DR. OWEN B. KIERNAN, PRESIDENT, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, AND STATE COMMISSIONER OF EDUCATION, BOSTON, MASS.; DR. EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, WASHINGTON, D.C.; DR. LEON P. MINEAR, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, SALEM, OREG.; DR. JACK P. NIX, STATE SUPERINTENDENT OF SCHOOLS, ATLANTA, GA.; AND DR. BYRON W. HANSFORD, STATE COMMISSIONER OF EDUCATION, DENVER, COLO.

Senator MORSE. Senator Brooke, we are honored to have you introduce Commissioner Kiernan. I want to say to you that the commissioner and his record is known to this chairman. I share the same favorable evaluation of him as the record you have expressed to the subcommittee. Dr. Kiernan, if you will come forward and take the witness chair, you may proceed in your own way.

I would suggest that we bring up the entire panel with you.

INTRODUCTION OF DR. MINEAR

Senator Brooke, I conduct these hearings for the most part on a seminar basis in which we bring in the experts. The subcommittee members become their students for the duration of their appearance before us. We are going to follow that procedure this morning. I now ask the other members of this panel to step forward, the next one being the Honorable Leon Minear, State superintendent of public instruction, of Salem, Oreg., who is my leader in our State in regard to that part of the Federal educational program which falls under the jurisdiction of the State departments of education.

I have the very same high regard for Superintendent Minear that you have for Dr. Kiernan. In fact, I shall take just this moment to say that Superintendent Minear has made a great contribution in our State in the development of community and junior colleges which in Oregon, fall under the jurisdiction of his department. We have made great progress under his leadership.

Also, I want to say that I have had the personal experience and have been the beneficiary in carrying out my work here in the Senate of something else that we have done under his leadership in the State of Oregon. It is the development of minimum standards for school construction in our elementary and secondary school systems of the State. I cannot begin to tell you what a great help that has been to us in raising the level of the serviceability of our physical structures in which teachers and students work in our educational process.

So I am going to ask Dr. Minear to come forward to the witness table, or the seminar table.

The Honorable Jack P. Nix, the State superintendent of schools of Atlanta, Ga. When I think of the progress that is being made in Georgia under his leadership to the knowledge of this subcommittee, I call him to the stand with my congratulations.

INTRODUCTION OF SUPERINTENDENT HANSFORD

The Honorable Byron W. Hansford, State commissioner of education, of Denver, Colo.

Senator Dominick is here, but I am going to beat him to it, so to speak, by only introducing the leader of his State in this field by saying his record, too. is well known to this subcommittee, and I now yield to my friend from Colorado for any comment that he wishes to make.

Senator DOMINICK. Thank you, Mr. Chairman. This is, of course, one of the problems, I might say, in being in the minority, Senator Brooke, that the majority always has a chance to say the nice things first. It is a real pleasure for me to have Dr. Hansford here. He and I have known each other for many years. He has done an outstanding job, I think, in leading the educational process in Denver and throughout the State, and it is a real pleasure to welcome him.

I might say, Mr. Chairman, that this is an extremely distinguished panel. I think Senator Brooke was entirely proper in coming over and introducing the Honorable Owen B. Kiernan, and I think in the process of this he has introduced to us a panel which is going to be of enormous importance in the discussion of this particular bill.

I was entertained by the name Hon. Leon P. Minear because one of our very fine educators in Colorado is known as Craig Minear. I do not know whether they are any relationship or not, but he has been in the educational field, done very well as the head of one of our very big school districts. So it is my pleasure to welcome Dr. Hansford and the panel here along with the chairman and, of course, as usual and as often as possible we always welcome Senator Brooke who has done such an outstanding job.

Senator BROOKE. Thank you, Senator Dominick.

INTRODUCTION OF DR. FULLER

Senator MORSE. The last member of the panel I want to introduce is Dr. Edgar Fuller, who, of course, is the executive secretary of the Council of Chief State School Officers. He is an old friend of this subcommittee, he has been before us before, and has made valuable contributions through his testimony to this subcommittee for the past several years.

While Senator Brooke is here, because it is not very often that you get such a group in the committee room at one time, I would like to declare a 2-minute recess, if the Senator from Colorado will permit me, so we can have a picture of Senator Dominick and Senator Brooke and myself with this panel, and then we will go back into session.

(A short recess was taken.)

Senator MORSE. Now, will the panel be seated. Senator Brooke.

Senator BROOKE. Mr. Chairman and Senator Dominick, let me say before leaving that I am very grateful for the hospitality of this subcommittee. You certainly have made me feel at home, and I am sure you have made Dr. Kiernan and all of the distinguished members of this panel feel at home. I think your procedure of having a seminar is just an excellent one, Mr. Chairman, and I look forward to the time when I can be a participant in one of your seminars.

Senator MORSE. Thank you very much. I want to tell you why we follow this procedure.

When we get to the floor of the Senate and the Senators who are not members of the subcommittee start asking us questions in debate, I like to have a record that I can turn to and let the experts answer. What we do really is to serve as the spokesmen for the experts for the most part when we speak on the floor of the Senate. In fact, in my years as chairman of this subcommittee, seldom has a question been asked in debate that I have not been able, as floor manager of the bill, to turn to the printed record and get from it the answer from the testimony of the experts that have testified before us. I think it has a most persuasive effect on the floor of the Senate.

That is one reason why I do this. Another controlling reason is so that all of us who serve on the subcommittee can learn for ourselves what these qualified witnesses have to say.

Senator BROOKE. When I get some seniority I might suggest this to Banking and Currency, Mr. Chairman.

I thank you and Senator Dominick, and I trust you will understand I have a commitment.

Senator MORSE. I understand.

Gentlemen, please be seated and proceed in your own way.

Now, Dr. Fuller, have you worked out any procedure, or do you want me to call first on the commissioner from Massachusetts?

Dr. FULLER. President Kiernan.

Senator MORSE. I will go down the list as it has been given to me.

All right, Commissioner Kiernan, we are delighted to have you. You may proceed.

STATEMENT OF OWEN B. KIERNAN, PRESIDENT, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, AND STATE COMMISSIONER OF EDUCATION, BOSTON, MASS.

Dr. KIERNAN. Mr. Chairman, Senator Dominick, let me say first how deeply grateful I am for the very generous and gracious introduction of the distinguished Senator from Massachusetts, Edward Brooke.

As he indicated in his introduction, it was my privilege to work with him when he served as attorney general for the Commonwealth. Among attorneys general not only in our State but throughout the Nation, I think his contributions can very justly be described as monumental, not only in terms of education and civil rights but in all other fields. And it is with justified pride that we point to his service as a constitutional officer of Massachusetts and also now as junor Senator in the U.S. Senate.

Senator MORSE. Mr. Commissioner, before you proceed further, I want to explain to the panel why it is that at the present moment there are only two Senators here. This happens to be one of those mornings. Two members of our subcommittee are at the Interior Committee where there is pending a very important bill on which they have to testify this morning. Senator Yarborough is at another committee and will be here, he hopes, by 11 o'clock. Senator Randolph, likewise, is in another committee. That is true, also, of Senator Kennedy and Senator Prouty. I could go around this table. I want you to know that every member of the subcommittee is at another committee where he has to be in order to carry out his responsibilities to that committee. All wanted me to express my regrets to you and to state

for the record in their absence, that they will get here as soon as they can.

It is also true of Senator Javits who, as you know, because of certain shocking things that are going on in the country in regard to the riots, is very much concerned about the situation in New York, and along with Senator Kennedy has to be in attendance at the consideration of those problems rather than here this morning.

But nevertheless, you may be sure that everythig that is said by this panel this morning will be read and studied by the members of the subcommittee and thoroughly discussed when we come to the markup of the bill. You may proceed.

Dr. KIERNAN. Thank you, Mr. Chairman.

My name is Owen Kiernan, and I am commissioner of education for the Commonwealth of Massachusetts. I serve, also, as president of the Council of Chief State School Officers, and as Senator Brooke indicated, the council represents the 50 States, Puerto Rico, the Virgin Islands, the Canal Zone, Guam, American Samoa, and the Trust Territory of the Pacific Islands. These commissioners or State superintendents, as the title does vary from State to State, are the key officials in the administration of major educational programs enacted by the Congress, and I speak for them in expressing appreciation for the opportunity to appear before this distinguished committee.

It is my understanding, and you have spelled this out very clearly, Mr. Chairman, that my colleagues and I will be afforded the opportunity of testifying as a seminar or a panel group and, therefore, I will avoid commenting on the details of the legislative proposals before you in this very brief statement. More appropriately, it would appear that this overview should concern itself with establishing a more effective State-Federal partnership. In the Congressional Record—House—under date of June 12, 1967, I was privileged to treat this vitally important subject in a far more comprehensive fashion. I respectfully commend to your reading the full text as contained in the Record.

Senator MORSE. The Chair rules that the statement that you made at the House be inserted in the record at the conclusion of the panel discussion this morning.

Dr. KIERNAN. Thank you very much, Mr. Chairman.

The main thrust of our argument today is that education must continue to be a local function, a State responsibility, and a Federal concern. It is imperative that each partner know his assigned role and adhere to it. Otherwise, confusion and chaos can be the only result. In every instance where a major problem has materialized, some administrator has taken on responsibilities which did not belong to him. Regrettably, the majority of these cases reflect the presence of the Federal colossus on the State and local scenes.

STATE RESPONSIBILITY

In fairness, it should be stated that Congress spelled out the ground rules on noninterference by Federal authorities at the time Public Law 89–10 was passed. The confusion arises when certain of the titles are left in a gray area, or too many academic quarterbacks are assigned implementation responsibilities. As an example, title III places "front door" administration rights with the U.S. Office of Education and

the local partners, and relegates "back door" responsibilities to the several State Departments of Education. We feel that such provisions violate the defensible and time honored concept of education as a State responsibility. Any routine which bypasses the States and encourages the building of Federal-local alliances—whether these involve our major cities or the smallest villages—is bound to weaken the State partner. The suggestion that State departments "are not quite ready yet" appears to us to be very wide of the mark. A clear refutation is found in landmark legislation of the Congress since the days of the Smith-Hughes Act of 1917, particularly the effective administration of these programs by the several States. A more recent example could be cited within the Elementary and Secondary Education Act itself. With appropriate responsibilities vested in the state partner for titles I, II, and V of the act, what is there about the more limited title III program that suggests the States lack the professional competency or the readiness to administer it?

It was this issue with several allied questions which Congressmen Green, Quie, and others appropriately raised during the House debate on H.R. 7819. They were convinced, as are we, that full State control is long overdue in the field of education. Tht strengthening process for this partner as enunciated in title V by the 89th Congress, represented a giant step forward and for this action we are deeply grateful. This process, however, must be the "across the board" type, and it becomes the height of inconsistency to allow States proper control in one program and deny it in another. The extension of Federal decisionmaking in education, even in relatively minor programs, we regard as indefensible.

SUPPORT OF H.R. 7819

Just a month ago a meeting of the Council of Chief State School Officers was convened here in the city of Washington. A considerable portion of our discussion centered on the contents of H.R. 7819, and I am pleased to report that the membership voted to support this legislation.

In January and June of this year our council sponsored legislative meetings of education's "big six," mainly, the American Association of School Administrators, the National Education Association, the National Congress of Parents & Teachers, the National School Boards Association, the National Association of State Boards of Education, and the Council. I would not pretend to speak for these other organizations, for their spokesmen can and will testify with directness and eloquence. It is important to note, however, that these agencies, representing many thousands of citizens across the length and breadth of this great Nation, solidly support programs designed to strengthen the State partner and maintain the respective roles of the other two partners. They, with the Council, reject the concept of a federal system of education.

Thank you, Mr. Chairman and Senator Dominick, for the opportunity to present this very brief statement. We respectfully urge your full and favorable consideration of H.R. 7819. And following the seminar or panel approach, which we commend this committee for because we think that in the dialog to follow there will be much value in getting the points of view from at least the chiefs in the States here

represented. Our batting order for informal presentation will be our executive secretary, Dr. Edgar Fuller, who will be followed by the distinguished superintendent of your own State, Oregon, Dr. Leon Minear, to be followed by the State superintendent from the State of Georgia, Dr. Nix, and the cleanup hitter as it were will be Senator Dominick's commissioner of education from the State of Colorado, Dr. Byron Hansford.

If I may, Mr. Chairman, I would ask that the seminar ball be turned over for the moment to Dr. Fuller so that he, too, may pitch in for me.

SUBCOMMITTEE PROCEDURE

Senator MORSE. We are delighted to hear Dr. Fuller at this time, but before I call on him I want to say to the panel that this record will remain open for some time—I do not think our hearings will close for the next 10 days, at least.

Counsel tells me the record will stay open until August 11 at 5 p.m., and I now invite you to file any supplemental statements that you may wish to file. They will be printed in the record and we will have your prepared statements printed in the record at the close of the panel discussion this morning. We will keep the record in that state of fluidity so that we can have the entire point of view in one place in the printed record for the convenience of reference.

I recognize, as Dr. Fuller knows, and I have already explained to counsel for the subcommittee, that there simply is not going to be time in the public hearings to present all the material the various groups want to present. But I can assure you that getting it into the printed record is what counts because it is the printed record that we cut up, so to speak, in our analysis of any piece of legislation in preparation for our executive sessions.

So please feel free to file anything more in this record that you may wish to after the hearing this morning.

Dr. Fuller will be here, I am sure, for most of the public hearings. He will know what is going into the record, and he will know what additional material he may wish to file by way of rebuttal, so to speak, expressing your point of view.

Counsel advises me there will be additional State school officers testifying on August 7.

Now, Dr. Fuller, you know how pleased we are to have you, and you may proceed in your own way. I want to thank you on behalf of the subcommittee for your past contributions in connection with the bills that the subcommittee has considered.

STATEMENT OF EDGAR FULLER, SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, WASHINGTON, D.C.

Dr. FULLER. Mr. Chairman and members of the subcommittee, we are indebted to you and your colleagues, Mr. Chairman, for our opportunity to appear here, and for your many services to education over a long period of years. We want to be of assistance to you and to your committee in every possible way. My part today is to present the specific views of the council on important aspects of the proposed Elementary and Secondary Education Act Amendments of 1967 and on

related Federal-State administrative issues, and to document these positions as adopted by the membership.

I would like to have this prepared statement in the record at this point, and I have other relevant materials here for the record to be used as you have described.

Senator MORSE. The prepared statement of Dr. Fuller will be printed in the record at this point, followed by the additional material that he offers for the record. He may proceed now to summarize the statement in his own way.

(The material referred to above follows:)

PREPARED STATEMENT OF EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, WASHINGTON, D.C.

PENDING LEGISLATION IN ELEMENTARY AND SECONDARY EDUCATION, WITH SPECIAL REFERENCE TO INTERGOVERNMENTAL RELATIONSHIPS

Mr. Chairman and members of the subcommittee, we are indebted to you and your colleagues, Mr. Chairman, for our opportunity to appear here, and for your many services to education over a long period of years. We want to be of assistance to you and to your committee in every possible way. My part today is to present the specific views of the Council on important aspects of the proposed Elementary and Secondary Education Act Amendments of 1967 and on related federal-state administrative issues, and to document these positions as adopted by the membership.

The Council supports the purposes of the legislation pending before this Committee in the form of S. 1125 as amended by HR 7819 on May 24, 1967. It favors the use of federal funds to broaden the operations of state and local school systems in order that they may serve many more younger and older persons in more appropriate ways. It wants to extend and improve the education of the handicapped and the disadvantaged of all ages, and to attack the causes of poverty through universal education. The chief state school officers seek to develop all the Nation's human resources to the highest possible levels, especially in the city ghettos and in decadent rural areas where the most serious conditions exist. The Council certainly has no quarrel with the stated objectives of the Elementary and Secondary Education Act of 1965, but we believe that there are far better ways to achieve them.

Mr. Chairman, the nationwide situation today calls for fundamental decisions on the federal role in education to be made by the Congress, the courts and the people. There is widespread disappointment about the impacts of proliferating federal categorical aids to education. Their thrust too often emphasizes federal management and control by federally employed personnel promoting their own or other federal ideas at excessive costs. Too many decisions are left to federal officials that they are in no position to make, both through statutory prescriptions and through further interpretations of those prescriptions in federal regulations.

With the educational agencies of almost all the states and several of the outlying areas represented, the Council met in Washington on June 22–24 with Office of Education personnel for discussions of federal-state administration of federally aided educational programs. In a business session on June 24, Council members expressed themselves clearly and with remarkable consensus on several of the major statutory and administrative issues involved in the legislation before this committee. I shall report the substance of these expressions of the chief state educational officials. Then I shall offer additional evidence about the positions taken by the Council's Board of Directors, about replies to specific inquiries directed to all members, and about the applicable policies of the Council as adopted on the basis of their experience.

Taking positions on these issues does not imply lack of support by the state officials for the many federally financed programs in education, nor any lack of cooperation with federal officials in joint efforts to make every federal-state-local educational program operate as effectively as possible, once it has been mandated by law. As the Council's President Owen B. Kiernan has said, we try to disagree without being disagreeable, but we must insist that the chief state school officers and the state educational agencies for which they speak shall not

be brushed aside by federal administrators operating within state school systems maintained under state laws and principally financed by state and local tax funds.

The inflexible positions taken on this legislation by the Department of Health, Education, and Welfare and those under its command verge on the intolerable for many chief state school offcers, and is equally objectionable to many of their professional associates and policy-making boards of education. Their administrative responsibilities and policy judgments are vital for the success of federally connected educational programs as well as for the state and local school systems themselves. We have complete confidence, Mr. Chairman, that you will give careful consideration to their views here.

TITLE I, ESEA (EDUCATION OF DISADVANTAGED CHILDREN)

1. *The Council favors the so-called Gibbons amendment to Title I as approved by the House.*—This provides that each state will be entitled to 50% of its own average per capita current expenditures for elementary and secondary education for each disadvantaged child educated, or 50% of the average expenditure of all the states for these purposes, whichever is larger.

This change in the current formula is desirable to take into account relative state and local needs and relative state and local economic abilities to pay for education of the disadvantaged. The Gibbons amendment is a modest recognition of this principle. It authorizes moderately increased funds to the states having the heaviest loads of poverty and the lowest financial resources of their own to conquer poverty and the causes of poverty through education. All states already spending more than the national average per student would continue to receive larger amounts for each disadvantaged child educated than would be received by the more heavily burdened states affected by the amendment.

2. *The Council favors the several other amendments to Title I as approved by the House.*—These include the provisions affecting Indian children, the increase in the dollar limitation for state administrative expenses, the inclusion of benefits for institutionalized and migratory disadvantaged children, extension of the expiration dates of several sections of the law to June 30, 1969, and maintenance of federal funds in amounts at least as high in FY 1968 as they were in FY 1967 for every state.

TITLE III, ESEA (SUPPLEMENTARY EDUCATIONAL CENTERS AND SERVICES)

The Council favors Title III as amended by HR 7819, including:

1. Its formula for apportionment of federal funds.
2. Retention of the currently authorized uses for which federal funds may be extended, as in S. 1125.
3. Its new provisions for state plans, optional during fiscal year 1968 and mandatory for all states at the beginning of fiscal year 1969 on July 1, 1968.
4. Its provision for approval of state plans by the U.S. Commissioner of Education instead of his approval of local project plans as at present.
5. Its provision that funds from state sources and federal Title III funds shall not be commingled in the states.
6. Retention of provisions for making an annual report and other reasonable reports to the U.S. Commissioner of Education, as in S. 1125.
7. Retention of standard provisions for administration of state plans, as in S. 1125.
8. Retention of provisions for judicial review of federal administrative actions with respect to approval of state plans, as in S. 1125.

Mr. Chairman, Title III is the part of the Elementary and Secondary Education Act that poses the most fundamental conflicts between the federal and state governments in education. Local educational programs vary widely in scope and quality in every state, and good regional services within the states can be beneficial to them everywhere. The problem is how to make supplementary services universally available and to encourage their local use in such fields as curriculum development, improvement of pupil performance and quality of teacher personnel, extension of adult and vocational education, remedial instruction, data processing and use of new media and methods, and more effective administration.

Title III programs must take account of supplementary centers now operating in almost all states, and they should not be allowed to interfere with the many emerging state patterns of regional service centers now being planned and implemented to serve all local educational agencies. Achievement of both Title III and state-local objectives urgently require state planning and coordination of Title III services with continuing state services to local educational agencies. The time has arrived for comprehensive planning on the basis of a true local, state and federal partnership.

During less than two years of operation of Title III, the U.S. Commissioner of Education approved funds for 1,438 local projects out of 4,429 submitted by local educational agencies. The Title III requirement for state agency review and recommendation of these locally initiated and federally approved projects usually has been meaningless, and quite frequently embarrassing. Some state agencies found themselves unauthorized to cope with personal and political pressures on Washington generated among local districts competing for favorable federal decisions. In hundreds of instances, federal officials overruled state department recommendations on local projects and then proceeded to negotiate with the state agencies to withdraw their purported decisions. Without legal authority, the state recommendations became immaterial. The current law of Title III gives the state agencies no real responsibility, but merely involves them under circumstances inevitably creating conflicts the state agencies have no authority to resolve. All real authority has remained in federal hands.

Fortunately, the Title III program thus far has been comprised of one-year local projects which have required less coordination with statewide patterns of continuing intermediate service agencies than is now necessary for the new Title III supplementary centers. This is because the new Title III supplementary centers will themselves become continuing regional service agencies for local schools. Beginning this year, it is imperative that the Title III supplementary centers shall be coordinated with already operating centers, rather than be allowed to become a parallel federally financed and controlled system of service centers within each state.

The current law sets up a direct federal-local track of administration in which it is possible to involve no more than a single local public school agency in each Title III regional center, leaving a system of such centers legally uncoordinated with a parallel state-local system of regional service centers. All appropriate federal services to local schools, we believe, should be supplied through state departments of education, or possibly from Title IV ESEA centers for research and research dissemination, unless the Title III supplementary centers can be coordinated fully with state services to local schools in the manner that HR 7819 makes practicable.

We need not depend entirely on administrative theory and general policies to support our views, because there has also been some direct experience with informally arranged extra-legal state plans for administration of Title III. After all, approximately a dozen states voluntarily coordinated their local projects more or less on a statewide basis during the first two years of Title III operation, and the Office of Education agreed to respect and follow their decisions. These states have received high praise on this plan of operation from the U.S. Office of Education, which in a Memorandum of November 9, 1966 made the following evaluation and recommended increased state involvement in Title III.

> *"II. State leadership*
>
> "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 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."

Mr. Chairman, resistance of the controlling federal authorities to legally authorized Title III state plans for all states clearly indicates their desire for federal control of a system of regional and local supplementary centers parallel to those of the states. They refuse to implement in all states what the Office of Education proclaims as the most successful pattern for a dozen states. For them that claim that the other departments of education are not competent to administer Title III affairs is no less than a libel on a majority of the state agencies, many of which are as strong and competent as some of the favored few.

The proclaimed federal policy to strengthen state departments of education cannot be implemented by federal retention of legal power and its discretionary use by federal officials. Such use of discretionary authority enables them to grant or to withhold funds and even cooperate and service from state educational agencies on the basis of the willingness of these agencies to follow federal desires. The Office of Education should not be in a position to enlist cooperation in a few states and to fail to do so in others. The federal position on state department strength as recently enunciated by high federal officials is also inconsistent. When they must depend on all the state agencies to administer tightly prescribed federal programs dependent on federally earmarked funds which they are eager to impose on all state education systems, these federal officials are anxious to use all state educational agencies. In those instances, as for example the proposed new Part B of Title V of ESEA, these officials are willing to assume far more competence and administrative strength in all the state agencies than would be required for all of those agencies to administer Title III state plans. After all, most of the state agencies have had a half-century of successful experience in the administration of state plans.

Mr. Chairman, the Council believes that Title III should be amended in 1967 to require operating state plans for its administration in every state not later than July 1, 1968, with state plans becoming effective during the current fiscal year as rapidly as the states can prepare such plans and the U.S. Commissioner of Education can approve them. This is what H.R. 7819 authorizes, and we respectfully request your concurrence with that authorization. State systems of regional service centers, administered with the financial assistance of the federal government with federal funds earmarked for the federal government's own purposes, could provide the coordinated supplementary services needed in all states under the arrangements of H.R. 7819.

TITLE V, ESEA (GRANTS TO STRENGTHEN STATE DEPARTMENTS OF EDUCATION)

The Council favors Title V as amended by H.R. 7819, including:

1. Extension through fiscal year 1969, with authorizations of $65 million for fiscal year 1968 and $80 million for fiscal year 1969.
2. Elimination of the currently authorized "set aside" of 15% for federally approved projects under Section 505.
3. Elimination of the new Part B proposed by the Administration.
4. Approval of the more equitable distribution formula proposed by the Administration.
5. Retention by the U.S. Commissioner of Education of the authority to approve state applications and project proposals, as S. 1125 proposes.

The Council supports the House-passed bill concerning ESEA Title V in its entirely. The new formula for distribution of Title V funds among the states is in accord with Council policies on distributions of federal funds to state agencies. This formula of 40% flat grants followed by 60% on the basis of pupil population was the consensus of the chief state school officers themselves in an inquiry answered by 50 members in early 1967. It was approved by the six leading legal and professional national organizations[1] in their meeting of January 15–18, and and was presented to the Administration for its consideration at the White House on January 18. Thorough tests were run by the Office of Education, after which the Administration came to the conclusion that the 40–60 formula should be supported. We are glad to note that it was included in the House bill, HR 7819, and we hope you will include it in the Senate version of this legislation.

The elimination of a proposed new Part B of Title V was an important contribution made by the House in the Title V legislation. Part B is an effort to use federal funds to impose statewide and essentially nationwide uniformity on state and local school agencies both for planning and for evaluation. As spelled out in detail in the Administration's bill, Part B would be administered by the U.S. Office of Education, which would enable it to narrow state and local freedom in education even further through enforceable regulations. The Office of Education would itself use 25% of the funds for special projects of its own and for enforcement of uniformity.

Except for these federal controls, Part B adds nothing whatever to Section 503(a)1–4 of the current law in terms of authorization. The U.S. Commissioner

[1] American Association of School Administrators, Council of Chief State School Officers, National Association of State Boards of Education, National Congress of Parents and Teachers, National Education Association, National School Boards Association.

can approve any state program for the planning and evaluation of elementary and secondary education under Section 503(a) of the present Title V that can be devised by a state under new Part B. Even a statewide PPBS system based on a Pentagon prototype used to select war weapons could be installed by any state that judged it to be of value.

The kind of federal compulsion proposed in the new Part B of Title V raises even more fundamental questions in education. There is grave doubt that such a system would be appropriate for education, in which the input from millions of pupils and teachers involves the quantifying of human characteristics that defy valid and meaningful objective mathematical measurements of this kind. Only isolated aspects of education can be quantified authentically in such terms. Major purposes and objectives of education are as remote from such mass measurements as are such important areas of human concern as beauty, ethics, morals, religion and personal attitudes. Even if authentic judgments of these matters could be made for 45 million pupils by 2 million teachers, the logistics of such an operation would substantially interfere with teaching in the schools.

One may believe that the state and local educational agencies should do all they reasonably can toward comprehensive planning and evaluation and yet be convinced that the state agencies should remain free to develop those systems according to their own needs under the provisions of Title V as passed by the House, rather than by federal prescription as proposed by new Part B in S. 1125. We suggest that the U.S. Office of Education provide leadership services to the states in this field, but that prescriptive power coupled with enforcement through withholding federal funds or through other federal methods of control are highly undesirable.

The Council believes that the $65 million authorization in HR 7819 for Title V in FY 1968 should be completely funded. We believe that such action is the best federal guarantee of a thriving and effective federal-state-local partnership in education, and that it would assist both the federal and the state governments to carry out their proper functions in education. In making this request, we realize that yours is not an appropriation committee, Mr. Chairman, but we also know that you and your colleagues are influential concerning what the Senate appropriates for education.

The Council strongly opposes the substantial decrease in federal funds for Title III of the National Defense Education Act of 1958, with the proposed transfer of part of those funds to Title V of ESEA. Both Title III of the NDEA and Title V of ESEA support excellent programs which we believe should be funded on the basis of their own authorization acts, and in full view of the operations of each program. At this point in the record, Mr. Chairman, I would like to insert our testimony of June 26 before the Senate Subcommittee on Appropriations, which concerned these ESEA Title V and NDEA Title III changes.

In further support of the views expressed in this testimony, the Council is also opposed to the further decentralization of the U.S. Office of Education into the respective Health, Education, and Welfare regional offices.[1] Your action on the legislation here directly involves this aspect of federal control over education at the local and state levels. The Administration's proposals on Title III made earlier this week before this Committee will tend to multiply these federal personnel at the regional and subregional levels in the states and to encourage federal supervision in state and local school systems. We respectfully request that you assist us by eliminating any reasons or excuses for such regional expansion by placing Title III under state plans. We also hope you will concur in the recent House appropriations action in reducing funds requested by the Office of Education for new regional office personnel, or go still further as has been declared to be desirable by a majority of the members of the Council and eliminate entirely FY 1968 USOE funds to support new federal personnel in regional offices.

Mr. Chairman, we have come to you in all sincerity to present our recommendations on vital federal-state-local relationships in education and its financing and controls. We are ready to discuss these problems in depth with you, and to present for the record first-hand accounts by chief state administrators of the operation of federal categorical aids in a number of the states. We will appreciate very much the opportunity to assist you in any way, and we are grateful for the privilege of being here today. Thank you.

[1] Although objectionable decentralization has been decreed and partially implemented, it is not irrevocable. As a chief state school officer wrote recently: ". . . The establishment of the existing regional offices was not based upon *expressed* or *identified need* and we strongly oppose further proliferation of this federal bureaucracy without study, examination and evaluation of the presently organized offices . . ."

NOTES ON REGIONAL AND SUBREGIONAL USOE ACTIVITIES

The vote of the Council on June 24 favoring elimination of all FY 1968 USOE funds for expansion of regional offices was 28–13. All other votes on the positions taken at that time were by larger margins, with a majority of them approved by unanimous voice vote and with none of them approved having more than a few scattered dissents.

Council resolutions on this issue have specifically opposed federal decision-making in regional offices in 1952, 1957, 1958, 1959, 1964 and 1967. Experience has demonstrated that the current drive to decentralize will "delay action, create confusion, add unnecessary expenses, and undermine the maintenance of sound Federal-state relationships in education."

In 1967, the American Association of School Administrators, the National Association of State Boards of Education, the National Congress of Parents and Teachers, the National Education Association and the National School Boards Association joined the state officials and notified U.S. Commissioner Harold Howe II of their views and then reaffirmed those views after a special conference at the U.S. Office of Education. Commissioner Howe is fully aware of the intentions to oppose USOE decentralization.

The opposition to the assignment of further decision-making Office of Education personnel to regional offices is for the following reasons:

1. The experience of the state education officers with regionalization has been unfortunate, and there is no reason to believe the present plans of USOE will be any different. It is undesirable now.

2. With 9 Assistant Commissioners making "final" decisions under a single set of federal regulations, many differences will soon develop in their interpretations of these regulations, followed by interminable conferences between regional and national USOE personnel and roadblocks to communications between the chief state school officers and the U.S. Commissioner of Education.

3. The permeation of large numbers of Federal officials at regional levels, in addition to conclaves of subordinate Federal personnel in Federal offices within the States, threaten State and local autonomy in elementary and secondary education. They have no supervisory or administrative authority over local educational programs.

4. Many educational decisions that are intented to be made by regional or subregional Federal officials should be made by State and local school authorities.

Delegates of the six national organizations previously mentioned concluded as follows:

"We oppose expansion of the regional offices of the U.S. Office of Education and recommend that wherever possible educational functions and authority be vested in State departments of education."

This conflicts with the memorandum from Secretary Gardner dated July 29, 1966, which ordered decentralization of the field operations of the Department of Health, Education, and Welfare. The concluding paragraph of this memorandum, addressed to agency heads of the Department, reads as follows:

"In general, I think headquarters organizations in HEW ought to concentrate on (1) program planning, (2) policy formulation, (3) issuance of regulations and instructions, (4) field supervision and (5) overall administration. They should have strong field staffs to handle field operations such as negotiation of plans and grants, and line supervision."

A copy of this memorandum is attached for the record.

HOUSE ACTION ON APPROPRIATIONS FOR USOE SALARIES AND EXPENSES FOR FIELD SERVICE FUNCTIONS—FY 1968

QUOTATIONS FROM REPORT OF COMMITTEE ON APPROPRIATIONS, MAY 22, 1967

DEPARTMENTS OF LABOR, AND HEALTH, EDUCATION, AND WELFARE, AND RELATED AGENCIES APPROPRIATION BILL, 1968

(Page 4):

LABOR-HEALTH, EDUCATION, WELFARE APPROPRIATIONS

PROPOSALS FOR INCREASED REGIONALIZATION

The committee has noted several places in the budget for the Departments of Labor and Health, Education, and Welfare where increases are requested for significant additions to the personnel in regional offices. In total, these are pro-

portionally far greater than the total request for personnel in the smaller field stations and in headquarters. Also they are far greater than such requests for any previous year. While some increase appears to be desirable, the committee warns against overemphasis on regionalization. Many people fear that the regional offices will, to a great extent, become one more administrative layer that important matters must clear, since there will always be the right of appeal to headquarters and, with regard to many decisions, headquarters will have to give the final approval even in the absence of an appeal. The committee feels that there is valid reason for this apprehension.

(Page 12) :

Salaries and expenses.—The bill includes $37,385,000, a reduction of $2,868,000 from the request, and an increase of $1,495,000 above the amount appropriated for fiscal year 1967. Due to the transfer of certain activities to other appropriation accounts, a straight comparison of the amount included in the bill with the appropriation for 1967 is a little misleading. On a comparable basis the 1967 appropriation would be $33,024,000. Therefore, the comparable increase recommended in the bill is $4,361,000, of which approximately half is for the annualization of 333 new positions authorized in 1967 for only part of the year.

The following program increases were requested in the budget:

1. Field services functions, $2,772,500.
2. Machine tabulation, $1,003,000.
3. Studies and contracts, $1,548,200.

The committee has allowed a total of $2,500,000, or a reduction of $2,823,700, and will expect that a proportionate part of the reduction be applied against the request for new personnel. In connection with the latter, the committee also directs attention to the remarks contained on page 4 of this report with regard to regionalization.

MEMORANDUM TO AGENCY HEADS, FROM JOHN W. GARDNER, SECRETARY, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE RE STRENGTHENING OF FIELD OPERATION, JULY 29, 1966

With the vast expansion of departmental programs and the growing need for coordination of all Federal programs at the grassroots level, we need to strengthen our field operations, especially in the Regional Offices.

Some agencies within the Department have already developed strong decentralized activities. Others have done very little.

Strong representation in the field can provide us with closer informal communication with our clientele—officials of State and local government, representatives of non-government institutions, and the general public. Day to day responsiveness by Federal officials to State, local and institutional problems can resolve problems at an early stage before they escalate to the Washington level.

If all of our agencies have strong field organizations, we can, through the Regional Offices, accomplish far better coordination in the local community, and improve coordination with other government departments. Such coordination is high on the White House and Budget Bureau list of priorities.

State, city and county governments, as well as universities and non-governmental associations are increasingly setting up Washington offices to serve their special representational needs. If this trend continues, headquarters offices of the Department—as well as Congressional offices—will be literally swamped by personal visits of agents demanding one or another type of service. It is to our advantage to handle as many local problems as possible at the local level.

In general, I think headquarters organizations in HEW ought to concentrate on (1) *program planning,* (2) *policy formulation,* (3) *issuance of regulations and instructions,* (4) *field supervision and* (5) *overall administration. They should have strong field staffs to handle field operations such as negotiation of plans and grants, and line supervision.*

INTRODUCTORY NOTE—USOE MEMORANDUM OF NOVEMBER 9, 1966

The USOE Memorandum of November 9, 1966 makes it clear that its conclusions on III State Leadership came from ". . . an analysis of the first year of operation of PACE . . ." and not from a single state. Approximately 15 states had active state participation and 35 did not have the state agencies so completely involved.

We have confidence in the conclusions as stated in the Memorandum by the responsible administrators of the program, especially since we checked carefully and ascertained before it was used in New Orleans that it had been approved by the U.S. Commissioner of Education.

MEMORANDUM TO DR. EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, FROM NOLAN ESTES, DEPUTY ASSOCIATE COMMISSIONER, BUREAU OF ELEMENTARY AND SECONDARY EDUCATION, RE TITLE III RESOLUTIONS—ORGANIZATION AT STATE LEVEL

ORGANIZING FOR TITLE III AT THE STATE LEVEL

I. Pace Philosophy

The Title III program of the Elementary and Secondary Education Act, called PACE (Projects to Advance Creativity in Education), is designed to develop imaginative solutions to educational problems; to more effectively utilize research findings; and to create, design, and make intelligent use of supplementary centers and services. Primary objectives are to translate the latest knowledge about teaching and learning into widespread educational practice and to create an awareness of new programs and services of high quality that can be incorporated in school programs. Therefore, PACE seeks to (1) encourage the development of innovations, (2) demonstrate worthwhile innovations in educational practice through exemplary programs, (3) supplement existing programs and facilities. The heart of the PACE programs is in these provisions for bringing a creative force to the improvement of schools and for demonstrating that better practices can be applied.

In 1967, the PACE program will be particularly concerned with the following items related to national interests.

(1) Equalizing educational opportunities
(2) Planning for metropolitan areas
(3) Meeting needs for rural communities
(4) Coordinating all community resources—political, social, cultural, and industrial—in the establishment and achievement of goals in and through education.

Projects related to the national interest and designed to invent or demonstrate solutions to problems in the areas listed below will receive priority funding. These areas are:

(1) Curriculum improvement
(2) Organization and administration
(3) Personnel (selection, education, and use)
(4) Pupil personnel services, and
(5) Planning of facilities

We should not lose sight of the ultimate goal of Title III, that being to enhance the quantity and quality of education for all youth.

II. 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.

III. Kinds of strategies

States are encouraged to develop models or strategies which will result in better utilization of Title III funds. As indicated previously, many of our States have excellent organizational and functional patterns for administering PACE. Following are a few suggestions for kinds of procedures which might be expanded upon by State departments of education to organize for Title III.

(1) Regional Organization. Local school superintendents might assemble under the auspices of the State Education Agency and divide the State into an appropriate number of regions. Policy statements would be formulated for such a plan and presented to the State Board of Education for adoption. A legal body to act as fiscal agent for the region would be established. Each region would be entitled to an available pro-rata share of Title III funds, depending upon (a) the educational needs and (b) the number of children in

each region. Local school superintendents within the region and the State Title III coordinator could decide on a priority basis what kinds of programs and/or services should be proposed. It is conceivable that one or more Title III projects might originate from within a region. This strategy would provide systemization of PACE programs within the State.

(2) Political Grouping. Several school units or LEA's may decide to cooperate in the submission of a Title III project. In such a case it would be wise to send a letter of intent to the State department of education Title III coordinator to get an opinion on the feasibility of such a program in that area and the probability of receiving funding. This not only provides a type of sanction for the project, but helps the State in its efforts to coordinate Title III activities. Should this kind of grouping occur it would be necessary to select an LEA as fiscal agent for the project.

(3) Local Education Agency. An exemplary or innovative idea for a PACE project may emanate from a single school unit. In such a case it would again seem feasible to write a letter of intent to the State education agency receiving sanction and providing system to the funding of projects in the State. This letter should convey a project estimate of benefits to the LEA and other LEA's in the area. Officials from these localities would need to become involved in the project at some state of its development.

(4) Interstate Cooperation. If local education agencies from adjoining States feel a coalition of efforts is desirable the following steps may be taken.

1. Decide which LEA from each State is to be the fiscal agent.
2. Obtain information sanction and leadership from the Title III State coordinators of the respective States.
3. LEA's from each State will submit duplicate proposals to the States and USOE for review and possible funding. In such an arrangement the total project budget would be the same, but State budgets for the said project would perhaps read differently. For example, one State may wish to pay the director's salary, another may take care of consultants fees, travel, etc.

(5) Content Groups. This might be an alliance between two or more local school agencies, formed to work on a common problem. Again, State Department personnel should be asked for sanction and leadership. Such a project might be written for two school districts at opposite ends of the State, each working toward the solution of a migrant problem. The project would probably be tied very closely to planning, evaluation, and dissemination.

IV. Statewide Service

A further possibility for Title III organization within States is the provision of statewide services through local or regional projects. One project might provide statewide evaluation services, a second statewide dissemination services, and a third statewide planning services. This strategy may be particularly desirable in States that have insufficient funds for providing these services adequately at the State level.

Perhaps the most significant strategy among strategies is for the State agency to become actively involved in Title III. Policy should be carefully formulated at the State level to assure involvement in Title III activity and which will increase the State agency's capacity to provide the necessary educational leadership in the State's total educational effort.

PREPARED STATEMENT OF EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, WASHINGTON, D.C.

TITLE III OF THE NATIONAL DEFENSE EDUCATION ACT

Mr. Chairman and members of the subcommittee, my name is Edgar Fuller. I am executive secretary of the Council of Chief State School Officers, and I am appearing before you today on behalf of the members who are the official state heads of education in each state and outlying area of the country. They unanimously expressed their concern, in a meeting in which every state but one was represented last week, about the proposed appropriation for Title III of the National Defense Education Act for FY 1968 and other appropriations for that year. We will also deal with ESEA Title V today, since it is involved in a transfer of funds from Titles III and X of the NDEA.

I appreciate the opportunity to discuss this problem with you and to seek your assistance on behalf of the state administrators and local consumers of education. We believe that the NDEA Title III appropriation provisions recommended by the Bureau of the Budget and passed by the House fail to take into account the educational needs and conditions necessary for effective administration at the state and local levels.

Title III of NDEA (Public Law 85–864, as amended) authorizes two programs for the improvements of instruction. Part A, under which an annual expenditure of $110 million is authorized, provides funds which are matched by state and local school systems on a 50-50 basis for the purchase of instructional equipment and materials. The subjects covered are science, mathematics, modern foreign languages, history, geography, English, civics, reading, economics and industrial arts.

Part B, which has an annual authorization of $10 million, provides administrative funds and funds for the employment of subject matter specialists, at the state level, to improve instruction in these ten subjects.

The annual appropriations for both parts of Title III over the life of this Act have been as follows:

Appropriations for title III, NDEA

[In millions of dollars]

	Pt. A	Pt. B
Fiscal year:		
1959	49.28	1.35
1960	52.8	4.0
1961	47.52	3.75
1962	47.52	3.75
1963	47.52	3.75
1964	61.6	5.0
1965	70.4	5.2
1966	79.2	7.5
1967	79.2	7.5

The Administration's budget for fiscal year 1968 proposed a reduction in the Title III–A appropriation from $79.2 million to $47 million, a cut of $32.2 million. This is a reduction of about 41% as compared to last year's appropriation, or about 56% as compared to the authorization of $110 million.

An appropriation of $2 million for Part B was requested to pay state administration costs, but the normal $5.5 million for the state instructional supervision program was omitted. Instead, the Congress was asked to increase the appropriation for Title V of the Elementary and Secondary Education Act by $5.5 million. NDEA Title III and ESEA Title V are state and local categorical programs with separate federally defined administrative tracks. Both require administrative decisions in Washington and also in the states and locally after all appropriations have been enacted and allocated in Washington, which is usually some months after the end of the current fiscal year. The changes in appropriations enacted in the House on May 25 have damaged both programs.

When the federal $5.5 million arrives in the Title V budget, it is to be further reduced by the 15% "set aside" of Title V for regional projects to be approved by the U.S. Office of Education.

The Council urges that the Senate appropriate $110 million, authorized, or at the very least the $79.2 million available this year, to local schools for materials and equipment under Part A of NDEA Title III, and $7.5 million for Part B. The chief state school officers also voted unanimously last Saturday that ESEA Title V should be funded for FY 1968 at its authorized $65,000,000 amount, which would make unnecessary little dramas robbing Peter to pay Paul and crippling both programs in the process.

The proposed cut in funds for Part A of NDEA Title III was recommended in spite of continued and often urgent need for the equipment and supervisory leadership provided, and in spite of the acknowledged success of the program thus far. The states have worked a long time to develop the matching funds required, some for several years. Almost as soon as they have achieved success, the moves made in Washington appear to undermine their accomplishments.

Title III of NDEA has become entirely practicable to administer as it operates today. Its benefits extend to large numbers of students in all major areas of

the curriculum, and it is a successful working partnership of local, state and federal funds and personnel for the improvement of education. A very large price has been paid to bring it to its present state of efficiency. Because of the complexities of state and local educational planning and budgeting, and the necessity of appropriating matching funds at the state and local levels, it takes much time for national educational programs to reach full effectiveness in the many thousands of school districts which must be involved. Only in recent years have the school systems succeeded in getting state and local legislatures and school boards committed to make it possible to use the entire available Title III funds.

There is no question as to the need for the program, in view of the extent to which the state and local agencies have used the Title III funds. In fiscal year 1966, 36 states reported that they could have used a total of $22 million more than was appropriated.

Individual large cities demonstrate comparable needs. In the East, for example, Philadelphia spent $685,113 on equipment and materials (federal and local matching money), but the State Department of Public Instruction had to return to the city approvable projects totaling $600,000 for lack of federal matching funds. In the Middle West, the Wisconsin Department of Education could reimburse approvable projects submitted by Milwaukee only at a 44% rate. And in the West, the city of San Diego requested $276,539 in federal matching funds for approved projects, but received only $69,531.

States and school systems have been encouraged to do long-range planning under NDEA Title III. As a result, school systems all over the country have embarked upon instructional improvement plans which are based upon the continued availability of NDEA funds. If the funds are cut, it is obvious that either these long-range programs will have to be cut back, or funds will have to be sought from other sources.

Under an amendment passed by the Congress last year, the subject category of industrial arts will become eligible for Title III support on July 1 of this year. Industrial arts equipment is relatively expensive and the subject is very widely taught, so that a substantial amount of additional funds will be needed to meet the requirements of this subject. But as indicated above, the state and local school systems have been using all of the available funds in the nine subject areas which were previously covered by the Act, and have been in need of substantially more funds for these subject areas alone.

NDEA part B—supervision and administration under title III

The cost of the supervision and administration portion of Part B for the past few years has been $7.5 million annually. This year, the Administration's budget showed a reduction of $5.5 million in Part B of Title III and the ESEA Title V budget was increased by this same amount, leaving only $2 million in NDEA Title III for administration. Although an amount equal to that deleted from the NDEA Title III–B program is proposed for addition to the ESEA Title V program, there is no requirement that the funds will be used for this purpose. It forces the states to support either one program or the other, and may cause loss of state funds now available. State departments would have to submit the requisite Title V applications and specifically list as a part of their Title V projects the staff positions to be filled and the services to be rendered, and the Commissioner would have to approve these applications.

The spirit of NDEA Title III dictates close ties between the acquisition program and the supervisory program. Equipment and materials, of themselves, will not do the whole job of improving instruction; the instructional specialists are of equal or greater importance. Taken together, these two programs have achieved a major improvement in instruction. Obviously, the close ties between the acquisition and supervision programs may be lost unless both NDEA Title III–B and ESEA Title V are adequately funded.

Title V should be funded at $65,000,000 on its own merits and under its own authorization, without wrecking both it and the Title III program through the possible loss of up to $6,325,000 in the appropriation process.

Mr. Chairman, I am grateful to you and your colleagues for the privilege of appearing here today. We are indebted to you and to the members of Congress who have made and continue to make fundamentally important contributions to education. Thank you.

COUNCIL OF CHIEF STATE SCHOOL OFFICERS,
Washington, D.C., April 27, 1967.

Mr. DOUGLASS CATER,
Special Assistant to the President,
The White House,
Washington, D.C.

DEAR MR. CATER: The good spirit of our conversation this morning prompts me to write about an administrative matter of great importance to state and local educational leaders. This is the situation which caused the Legislative Conference of National Organizations to report to you and others at the White House last January 18 as follows:

"We oppose expansion of the regional offices of the U.S. Office of Education and recommend that wherever possible educational functions and authority be vested in the state departments of education."

We believe that the history of federal educational administration from regional offices is one of delaying and confusing middle men between chief state school officers on the one hand and the U.S. Commissioner of Education on the other. We do not believe it is possible for nine U.S. Assistant Commissioners of Education in nine widely separated federal regional offices to make final and binding decisions under a single set of federal regulations without causing long periods of intercommunication among federal officials which deter state and local action. We also believe that decisions at the general level appropriate for the federal agency to make should be made for the entire country, with variations within states developed in state plans.

The personnel proposed for the new U.S. Assistant Commissioner positions are at the present time being chosen carefully. They probably will assert federal authority moderately for a time, but it is in the nature of regional offices, after the first generation of officials have gone, to take on the character of large bureaucratic government. American educators and legal authorities generally do not want and do not need this additional federal layer of educational government. We ask you to help us minimize its establishment at the grass roots of American education.

This morning I received the following from an influential chief state school officer:

> "Regional offices are already calling unnecessary meetings, initiating superfluous correspondence, and pirating personnel from state departments. The pattern is clear that they want to directly supervise local programs. I have contacted the key members of our congressional delegation and have urged other chiefs to do the same."

This morning I received also the following from another influential member of this Council:

> "There has been established the concept that the State Educational Agency is the liaison between the U.S. Office of Education and the local school districts. This relationship, more important than ever under Public Law 89–10, has been improved recently through the efforts of both the U.S. Office of Education and the Council of Chief State School Officers.
>
> "It is not proper at this time to decentralize administrative power of the U.S. Office of Education through the expansion of the regional offices. Decision-making power at the regional level would increase the delay in answering specific questions as well as establishing another step in the lines of communications . . . Another layer of the federal government administrative structure is unnecessary and not in the best interest of education."

This is very important to us, and any suggestions about what we might do further would be welcome.

With personal regards,

Sincerely,

EDGAR FULLER, *Executive Secretary.*

NORTH CAROLINA STATE COMMISSION ON HIGHER EDUCATION FACILITIES,
Raleigh, N.C., November 21, 1966.

DR. EDGAR FULLER,
Executive Secretary,
Council on Chief State School Officers,
Washington, D.C.

DEAR DR. FULLER: Thank you for your letter of November 3 outlining the position of the Council of Chief State School Officers on decentralization of various

activities of the U.S. Office of Education. Your philosophy in that regard appears to be identical with that of most of our State Commissions for Higher Education Facilities.

I am enclosing a copy of a resolution which our North Carolina State Commission adopted in opposition to the proposed decentralization. Probably a majority of the states have now expressed opposition, in varying degrees of formality, to this decentralization proposal.

Although you probably have seen it, I am enclosing a copy of a memorandum from Secretary Gardner which is sometimes cited as the basis for the decentralization effort. I am unclear as to what is proposed for decentralization of elementary and secondary education activities. I feel sure, however, that your organization will be attentive to this matter.

Sincerely,

CHARLES L. WHEELER, *Director.*

Enclosures.

RESOLUTION

NORTH CAROLINA STATE COMMISSION ON HIGHER EDUCATION FACILITIES, SEPTEMBER 27, 1966

Whereas, The Higher Education Facilities Act of 1963, P.L. 88–204, provides that the program will be administered in each state by a State Commission broadly representative of the public and of institutions of higher education in the state. The federal regulations which have been adopted pursuant to the act provide for approximately an equal sharing of responsibility by the United States Office of Education and the State Commissions. The resulting program represents one of the outstandingly successful examples of cooperative federal-state relations in our history. So effective has this vehicle been that the Congress prescribed the same type of administrative organization for Title VI of the Higher Education Act of 1965, P.L. 89–329.

The Office of Education has announced plans to decentralize the federal aspects of the administration of this program to nine regional offices. The North Carolina State Commission on Higher Education Facilities hereby expresses grave concern regarding the wisdom of this decentralization at any time and particularly in the near future.

Both of the programs referred to above are still quite new and involve complex legal and administrative questions. Neither program has developed anywhere nearly to the point that policy manuals could be drafted to provide, in advance, for the guidance of regional staff, answers to the questions which arise daily in the administration of these programs.

If approval authority on projects were delegated to the regional offices, the result would be nine different interpretations of the program. On the other hand, if final approval authority is retained at the Washington level, the regional offices will represent a costly duplication of services and a considerable delay in getting projects approved. Such delay is extremely undesirable, since the purpose of the program is to provide and equip as promptly as possible facilities to meet the demands of ever-increasing enrollments in institutions of higher education.

The meritorious argument that federal programs should be brought closer to the people does not apply in the case of these two programs, since they are already decentralized to the state level. The North Carolina State Commission on Higher Education Facilities expresses no opinion regarding decentralization of other educational programs in which the individual institutions of higher education deal directly with the Office of Education. The interposition of another administrative channel in these two programs, however, could lead only to confusion, vagueness, and uncertainty of policy. The scattering of federal responsibility would make more uncertain and time-consuming the processes leading to final action on an application.

The Office of Education, since the inception of the facilities program, has contracted with Community Facilities Administration (CFA), Department of Housing and Urban Development to review construction documents and supervise construction on approved projects. The proposed reorganization contemplates that the Office of Education will supervise construction through its own expanded field offices. We have no objection to this function being performed in the regional offices. The North Carolina State Commission on Higher Education Facilities, however, feels that one point should be noted. CFA, a thoroughly established and efficient organization, operating under a contractual relationship with re-

spect to only a small and relatively less complicated part of the program, has not been able to attain consistency of administration in its various regional offices. Since experience indicates the difficulty of delegating architectural and engineering decisions to the field, it would appear extremely unwise to delegate the infinitely more complex questions of institutional and project eligibility to field offices.

Finally, the question of economy must be raised. The College Facilities Grants Branch, with limited staff, has established an outstanding and commendable record in working with the State Commissions to effectuate the objectives of the Congress in authorizing and funding these two programs. Regional offices will greatly increase the costs of administration. A much smaller sum could better be used to add to existing staff in the College Facilities Grants Branch.

Now therefore, be it resolved:

1. That the North Carolina State Commission on Higher Education Facilities expresses its objection to decentralization to regional offices of the federal responsibility with respect to the programs provided in Title I of the Higher Education Facilities Act of 1963 and Title VI of the Higher Education Act of 1965.

2. That copies of this resolution be sent to the Secretary of Health, Education and Welfare, the Commissioner of Education, the Director of the Budget, each member of the North Carolina Congressional delegation, the American Council on Education, and the National Association of State Universities and Land Grant Colleges.

SNEED HIGH, *Chairman*, MRS. EARL W. BRIAN, WILLIAM A. DEES, JR., R. BARTON HAYES, JOHN R. JORDAN, HAROLD L. TRIGG, *members*.

C. ROBERT BENSON, WILLIAM C. FRIDAY, J. LEM STOKES II, BRUCE E. WHITAKER, *Advisory Committee*.

MEMORANDUM TO CHIEF STATE SCHOOL OFFICERS, STATE VOCATIONAL EDUCATIONAL AGENCIES, STATE LIBRARY COMMISSIONS, AND STATE HIGHER EDUCATION COMMISSIONS, FROM ROBERT MINTZ, ACTING DIRECTOR, FINANCE BRANCH, OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, RE ADDITIONAL COPY OF LETTER-OF-CREDIT WITHDRAWAL VOUCHERS

Effective July 1, 1967, a portion of the Office of Education activities dealing with the States is being decentralized to the Office of Education Regional Offices, for some of the programs financed with Fiscal Year 1968 and subsequent years' funds.

In order to provide the Regional Offices with management data as expeditiously as possible, you are requested to prepare an extra carbon copy of each SF–218, "Payment Voucher on Letter-of-Credit" you submit on or after July 1, 1967, mark this extra copy as a "Memorandum Copy," and mail this extra copy to the Office of Education Regional Office serving your area. All other Letter-of-Credit procedures, including number of other copies and their distribution, remain unchanged.

The address of the Regional Office serving your State is:

Regional Assistant Commissioner
Office of Education—DHEW
50 Seventh Street, NE
Atlanta, Georgia 30323

RESOLUTIONS

COUNCIL OF CHIEF STATE SCHOOL OFFICERS, ANNUAL BUSINESS MEETING, NEW ORLEANS, LA., NOVEMBER 18, 1966

The following resolutions on federal-state educational relationships were adopted by vote of the membership of the Council:

I. State responsibility for administration of title III of the elementary and Secondary Education Act of 1965

The Council approves the purposes of Title III. It provides for the development of supplementary centers and services to improve the quality and quantity of education; to increase the use of results of educational experimentation, research and creativeness in teaching and learning; and to stimulate broad local, state and federal cooperation in providing exceptional educational opportunities for all children and youth.

An analysis of the first year's Title III results shows that states in which the state departments of education have assumed responsibility for organization and

direction of Title III projects on a statewide basis have produced projects, (1) of higher quality, (2) more exemplary and innovative in content and services, (3) more in accord with the educational needs of the states, and (4) involving wiser use of federal funds.

In view of this experience, the Council urges that Title III be amended to authorize the use of state plans for its future administration. Such plans should be developed according to criteria established by the U.S. Office of Education, in cooperation with the state departments of education. Within the requirements of these criteria, the state education agencies should be authorized to evaluate and approve Title III projects proposed by local educational agencies.

It is imperative that all state education agencies actively coordinate the administration of Title III with reference to their potential or existing local and regional educational service units. With such coordination, exercised in full cooperation with the vast reservoir of leadership in local education agencies, many conditions that now restrict general educational improvement can be removed.

CCSSO Resolutions on USOE Regional Offices, 1952–64

RESOLUTION, 1952

The Council recognizes the desirability of decentralizing certain activities of the U.S. Office of Education. However, it opposes any plan of decentralization which would delegate to regional directors of the Federal Security Agency educational responsibility vested in the U.S. Commissioner of Education. Specifically, the Council recommends that in decentralizing activities, the U.S. Commissioner of Education: (a) retain full responsibility for selecting and assigning professional personnel in the field; (b) delegate such educational responsibility as may be appropriate directly to Office of Education representatives stationed in the field; and (c) conduct the field activities of the Office of Education in close cooperation with the respective Chief State School Officers.

RESOLUTION, 1957

The Council disapproves of regional representatives of the U.S. Office of Education operating from regional offices of the Department of Health, Education and Welfare because they are inconsistent with the established state and local pattern of administration of education. (Passed with one dissenting vote.)

RESOLUTION, 1958

That the Council strongly urge the Secretary of Health, Education and Welfare and the U.S. Commissioner of Education to continue to maintain all relationships with State Educational Agencies on a direct basis between the Office of the U.S. Commissioner of Education and the Office of the Chief State School Officers of each state. We believe any plan to establish Office of Education personnel in the regional offices of the HEW Department to work with state and local educational agencies will delay action, create confusion, and unnecessary expenses, and undermine the maintenance of sound Federal-state relationships in education.

RESOLUTION, 1959

The Council accepts the pledge of the Commissioner of Education that the activities of the educational personnel to be assigned to regional offices of the Dept. of HEW ". . . will in no way affect the direct relationships between the chief state school officers and the Commissioner" and will not be ". . . introducing any direct relation with local school systems except as might be programmed by state educational agencies."

RESOLUTION, 1964

It is recognized that some types of activities of the Office of Education in the states make it desirable that federal personnel be located in the states for the performance of such services. However, it is undesirable to decentralize the federal education agency in ways which would delegate to federal employees in regional offices any federal administrative responsibility affecting federal-state programs. The Commissioner of Education should: (a) retain full responsibility for selecting and assigning professional personnel in the field; (b) delegate specific consulta-

tive responsibilities to the federal representatives; and (c) conduct the field activities of the Office of Education in close cooperation with the respective chief state school officers.

The Secretary of Health, Education, and Welfare and the Commissioner of Education should maintain all relationships with the state educational agencies on a direct basis with the chief state school officer or, when appropriate, with the higer institution of each state. Federal personnel in regional offices should work on a service basis, without authority to make administrative decisions affecting the flow of communication between the state and federal governments, in order to expedite action on educational programs, to avoid unnecessary confusion and expenses, and to maintain sound federal-state relationships in education.

It is recognized that audits and other types of reporting are necessary in connection with the state and local use of federal funds appropriated for education. The state educational authorities should make such reports in such form to the Office of Education as may be agreed upon by the Commissioner of Education and the state school officers. Effective administrative relationships require close cooperation of state and federal officials in the formulation of reports and establishment of standards for audits. Agreements on the scope and type of federal action in education should give assurance that there will be no federal control in state and local programs financially assisted by the federal government.

The Council calls upon the U.S. Commissioner of Education to use his good offices to eliminate undesirable and unnecessary details and controls from the NDEA and other federal support programs.

Regional Educational Service Agency Prototypes, Optional Statutory Arrangements and Suggestions for Implementation

Prepared for
Program Development Section
Bureau of Elementary and Secondary Education
U. S. Office of Education

Prepared by

Department of Rural Education
National Education Association
January 1967

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Prototype No. 1

Erie County Board of Cooperative Educational Services - New York

Prototype No. 1: Board of Cooperative Educational Services
First Supervisory District, Erie County
99 Aero Drive
Buffalo, New York 14225

One of a statewide network of Boards of Cooperative Educational Services operating throughout the state. This type agency is a modification of the former Supervisory District and District Superintendency and is currently the New York form of an intermediate unit.

Regional Area:

Comprised of 19 local school districts (operating 31 high schools) enrolling approximately 80,000 public school pupils. Regional agency serves all local school districts in the area.

Organization and Operation:

Has a five-member lay board of education, elected on a nonpartisan basis by the board members of component local school districts. Agency receives state financial support and payment for services provided to local school districts; does not have tax levying authority. Board appoints superintendent and staff and sets salaries. Operation is housed in its own separate building; board does not have authority to build, purchase or own physical facilities. Local districts participate in planning and determination of service programs; have freedom to decide whether or not they will use any or all of the specific services provided by the regional agency.

General Description:

Boards of Cooperative Educational Services are legally constituted educational organizations responsible both to component local school districts and to the State Education Department of New York. The Cooperative Boards are an extension of the local schools designed to provide cooperatively those services individual school districts cannot provide alone. The Boards are responsive to local needs and subject to local school control. The State Education Department must approve all Cooperative Board programs and substantially assists in financing them.

The First Supervisory District is a 900-square-mile suburban area partially surrounding Buffalo, and includes 19 independent school districts with enrollments ranging from 2,000 to 8,000 pupils. Total public school registration exceeds 80,000, with an additional 30,000 enrolled in nonpublic schools. The component school districts have their own boards of education and administrative and instructional staffs.

The five service programs of the First Supervisory District Cooperative Board include vocational education, special educational services, curriculum development, educational data processing, and shared specialists' services. 1,400 students are enrolled in area vocational centers on a shared time plan; 1,000 students are enrolled in the special educational classes.

The Board employs more than 250 instructional and technical personnel and has an operational budget exceeding $3 million per year. Each school district is directly involved in the planning of service programs. New services are initiated only if the need has been established and component districts have shown sufficient interest, acceptance, and support for them.

Specific Service Programs:

Vocational Education

Approximately 1400 students attend two separate area vocational schools operated by the regional agency. Students take academic work at their home schools and are bussed to Cooperative Board Vocational Centers for classes in auto-shop, cosmetology, practical nursing, technical electronics, electronic maintenance, home appliance repair, machine shops, electronic data processing, building maintenance, food service, dental assisting, commercial art, heating and air-conditioning, vocational agriculture, home and institutional health services, microbiology, and welding. Additional courses are offered in other locations within the district and some students participate in vocational classes outside the regional area. The agency employs 39 full-time professional staff members, additional part-time instructors as needed, and 13 noncertificated staff for secretarial, clerical, and custodial duties for this program.

Special Educational Services

Operates 48 classes for mentally retarded (educable and trainable) and 20 classes for students with learning and behavior problems. The latter classes supplement four classes previously in operation for brain-injured children. The emphasis of this program is on "educational prescription" and individualized curriculum and instruction for each student. Other personnel serving the special education program include psychologists, speech therapists, itinerant teachers for blind and partially sighted children, a supervisor of a work-study program, noncertificated teacher aides, essential secretarial and clerical assistance, and professional direction and supervision of the entire program area. A special summer and 1966-67 school year project is in progress to train 30 Behavior Specialists (experienced classroom teachers). The program's goal is early identification and diagnosis of learning and behavior problems so that early remedial action can be taken--preferably at the home school.

Curriculum Development

Program includes a curriculum materials center with a library of films and video-tapes along with materials production staff and equipment. Much of the program is incorporated in service development programs for teachers and administrators. Currently the educational TV libraries and mobile production units are being expanded. One special project now under way ($40,000 in 1966-67 operating budget) involves selected teachers from 17 local school districts for developing specific procedures and processes by which learning theory and principles can more readily be implemented in classroom practice. Another special curriculum project is the development of instructional units to be stored in the computer for teacher use. Based on sound curriculum principles, these units may include computer-assisted instructional topics where applicable.

Educational Data Processing

This program serves all local districts in the service area as well as eight additional districts outside. Participating districts are located in six separate counties. The pupil population base is slightly more than 100,000. The 1966-67 operational budget for this program will exceed $250,000. Present operations include preparation of payrolls, appropriation accounting, census, report cards, attendance, and student scheduling. The Model 1440 computer now housed at the

center will be replaced early in 1967 with a Model 30, 3 drive, 65K storage capacity computer. Sub-centers are planned or operational with basic record equipment; remote terminals are not presently in operation, but model centers are planned for the 1967-68 school year. Current emphasis is on perfecting procedures for present applications, the transition of these procedures to advanced system equipment, and the development of 25 computer-based teaching units.

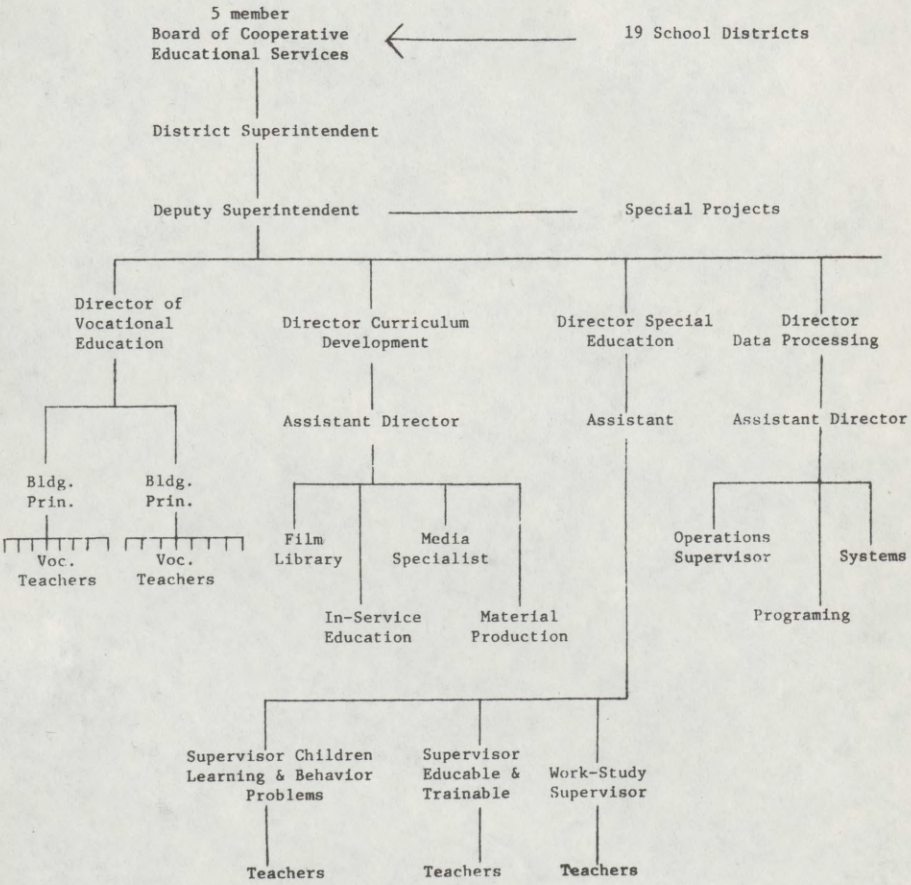
Shared Teaching

A program in which special teachers and educational specialists serve more than one local school district. The personnel involved are employed, scheduled, and coordinated by the regional agency. Currently the staff of this program serve eight separate local districts in these areas: art, music, attendance, audiometer testing, nursing, dental hygiene, and clinical stenography.

Transportation

Operates a fleet of school buses and contracts for the additional buses required for transporting handicapped students and those who attend the area vocational centers. This transportation is directed and coordinated by the regional agency for all school districts in the service area.

First Supervisory District, Erie County, N.Y.



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Prototype No. 2

Bucks County Public Schools - Pennsylvania

Prototype No. 2: Bucks County Public Schools
Administration Building, Court House
Doylestown, Pennsylvania 18901

One of Pennsylvania's sixty-six county intermediate unit agencies. Proposals now developing in the state may well bring about merger of many of these currently operating units into multi-county service agencies.

Regional Area:

Includes all the territory of the county and its 13 separate local school districts (operating 30 high schools) enrolling approximately 82,000 public school pupils. All local districts in the county are served by the agency. The area also includes 33 elementary and 7 secondary private and parochial schools serving approximately 23,000 additional pupils and a four-year college and a community college.

Organization and Operation:

Has a lay board of education, elected on a nonpartisan basis by the members of local school district boards of education. Only members of a local district board are eligible to be members of the county board. Agency receives state financial support and payment for services provided to local school districts; does not have tax levying authority. Board appoints superintendent and staff and sets salaries. Operation is housed in part of multi-purpose county administration building; board does not have authority to build, purchase or own physical facilities. Local districts participate in planning and determination of service programs; have freedom to decide whether or not they will use any, some, or all of the services provided by the regional agency.

General Description:

The county office exists primarily to furnish services for its constituent school districts. These services are developed according to the educational needs of the pupils and schools served by the county office. Several sources of funds assist the county office in providing these services: state support of administrative and designated professional salaries and special pupil services; county support of clerical and noncertificated personnel salaries and office rental and operation; local school district support of administrative and other professional salaries and service activities such as the Instructional Material Center and the Child Development Center.

The Curriculum and Instruction Division serves the local districts in the following ways: (1) assisting in instruction and curriculum development; (2) planning and conducting pilot projects to determine promising innovational practices; (3) planning inservice educational programs for both professional and nonprofessional personnel; (4) providing instructional media services; (5) conducting, on request of constituent school districts, surveys and evaluations, and making recommendations for improving the school program; (6) designing and conducting educational research; (7) providing liaison with post-secondary programs such continuing education, retraining, thirteenth and fourteenth year vocational technical activities, community colleges, and four-year colleges and graduate activities; (8) coordinating, planning and/or providing assistance in the development of projects supported by the federal government; and (9) assisting in the development of educational programs supported by departments of state government other than the Department of Public Instruction.

An important department of the Curriculum and Instruction Division is the Department of Vocational, Technical, Occupational, and Continuing Education. This Department is concerned with serving school districts in the following ways: (1) coordinating and evaluating vocational and technical education programs within the county; (2) conducting studies and surveys of current and projected employment needs and opportunities; (3) encouraging the maintenance, extension, and improvement of existing programs and the development of new programs of vocational and technical education; (4) assisting in the development of research, demonstration, and experimental programs; (5) entering into cooperative arrangements with other agencies, institutions, and organizations to meet vocational and technical education needs which cannot be satisfied by regular programs and plans; (6) providing inservice education programs to improve the work of present vocational and technical teachers; and (7) providing consultative service in the construction of area vocational education schools.

The Special Pupil Services Division provides the following services for local districts: (1) providing, maintaining, administering, advising, and operating schools, classes, and service programs for exceptional children in accordance with the county office plan for special education which allows for services offered within school districts as well as those services and programs offered at the county level; (2) establishing liaison with private and public social agencies and state and federal government in matters pertaining to the education of exceptional children; (3) coordinating and/or operating educational programs for parents of exceptional children and youth; (4) planning and operating inservice educational programs for parents of exceptional children and youth; (5) conducting research to improve programs for exceptional children and youth.

The Bucks County Youth Corps, a department of the Special Pupil Services Division, performs another of the special pupil services made available to the 13 district services in Bucks County. The contract with the U.S. Department of Labor and the Bucks County Board of School Directors makes available sufficient funds to provide a program of counseling and work experience for youths from disadvantaged families in Bucks County. At present there are 220 young people being served throughout the county. They are working an average of 10 hours per week in nonprofit and governmental agencies such as hospitals, municipal government offices, schools, libraries, and welfare agencies.

Two line divisions — Management, and Curriculum and Instruction — are coordinated by assistant county superintendents of schools. The Special Pupil Services Division is coordinated by a supervisor of special education. The coordinators of each of the line and staff divisions meet bimonthly as a cabinet with the county superintendent of schools. The county superintendent also meets once each month with all administrative heads of divisions and departments.

The county superintendent of schools reports directly to the Bucks County Board of School Directors. The County Board is composed of nine voting members and four nonvoting members; thus each of the 13 constituent school districts of the county participates in the county office operations. The County Board has the power to approve the budget of the county office and to appoint assistant county superintendents and other professional and nonprofessional employees.

Specific Service Programs:

Research and Planning

Provides assistance to local school districts in developing, conducting, and

evaluating research projects and pilot programs. Also assists and/or administers regional research efforts, currently including a larger-than-county (a 36-school-district area enrolling in excess of 200,000 students) planning project under Title III of P.L. 89-10.

Management Services

Consultant services are provided to local school districts on request: on the design, construction, and renovation of school plant; the conduct of finance and general school administration; financial, statistical, and professional information; and on state and federal legislation and regulations. Inservice programs for school board members, local district administrators, and nonprofessional personnel are also planned and operated.

Curricular and Instructional Services

Provides a staff of curriculum specialists at both elementary and secondary levels, in vocational, technical, occupational, and continuing education and in subject fields to assist local district personnel as follows: planning and conducting pilot projects to determine promising innovational practices; planning inservice educational programs for both professional and nonprofessional personnel; providing instructional media services including regular materials delivery to local districts; conducting requested surveys and evaluations directed to program improvement; designing and conducting educational research; providing liaison between the elementary and secondary programs and a variety of post-secondary programs and institutions; coordinating, planning, and assisting the development of projects supported by the federal government; and developing educational programs supported by departments of state government other than the Department of Public Instruction.

Special Pupil Services

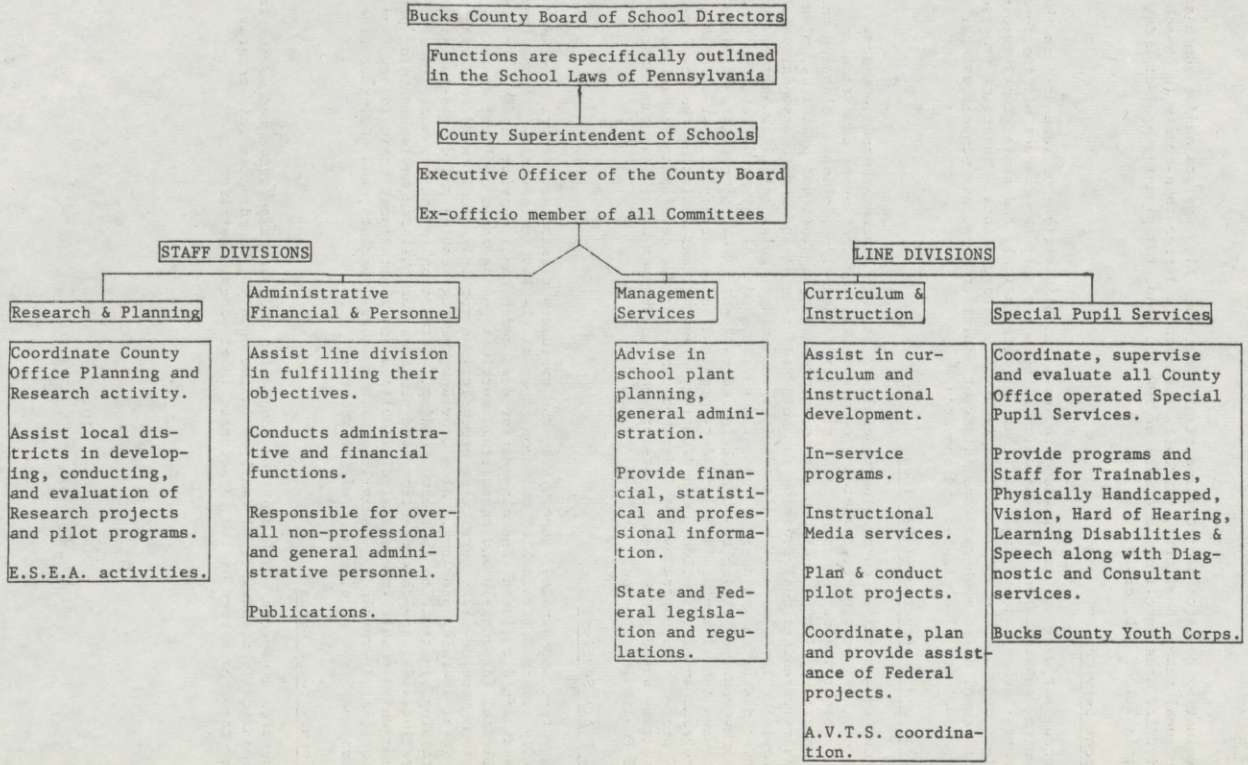
Operates, coordinates, supervises, and evaluates classes and programs for mentally retarded (trainable) children, special classes for severely orthopedically handicapped children, and classes for deaf and hard-of-hearing pupils. Provides clinical (diagnostic and consulting) services on the basis of local district referral and develops curricular prescriptions for individual children having special learning problems. Also provides hearing testing and diagnosis, auditory training, instruction in speech reading, instruction in the use and care of hearing aids, speech correction, and programs for children having learning problems which result from visual difficulties and limitations, brain injury, and emotional disturbance. Counseling with teachers, parents, and administrative personnel is a regular part of the program.

Bucks County Youth Corps

Operates a program which provides counseling and work experience for youths from economically disadvantaged families in the county. Coordinates this program for the area served by the 13 separate local school districts.

Bucks County Public Schools, Doylestown, Penna.

BASIC FUNCTIONAL ORGANIZATION STRUCTURE



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Prototype No. 3

Montgomery County Public Schools - Ohio

Prototype No. 3: Montgomery County Public Schools
325 West Second Street
Dayton, Ohio 45402

One of Ohio's 88 county intermediate units. This agency in Ohio has some legally specified administrative and supervisory responsibilities for certain (local) school districts but not for others. Service functions undertaken may be extended to all.

Regional Area:

Ten local school districts in the county (operating 20 secondary schools) having a combined enrollment of 40,800 students are officially part of the county school system. The three independent city districts in the county participate in the regional service program as does one additional local district in an adjoining county. These districts bring the public pupil population of the service area up to 54,166.

Organization and Operation:

Has a five-member lay board of education elected on a nonpartisan basis by the voters of the ten local school districts which comprise the county school system. Agency participates in state foundation program for some financial assistance and receives payment for services provided to local school districts; does not have tax levying authority. Board appoints superintendent and staff and sets salaries. Operation is housed in facilities furnished by county commissioners while most of the equipment has been purchased by the board of education; board does not have authority to build, purchase, or own physical facilities. Local school districts participate in planning regional service programs; the option to participate or not is available only to districts not legally a part of the county school system.

General Description:

The Montgomery County Board of Education maintains offices in the City of Dayton, Ohio, as is prescribed by the Revised Code of the State of Ohio. While its staff carry out the legal requirements made of them by the Revised Code, they also perform many services found in outstanding intermediate units across the nation.

Organically the Montgomery County Board of Education is mandated to effect certain administrative and supervisory functions for ten local school districts in the county. In addition, three city school districts within the county and one local district in an adjoining county purchase, by contract, certain services from this Board.

The County Board of Education must employ a superintendent and an attendance officer and may employ other persons as they are needed. It has adopted policies for the employment of personnel and for procedures to be followed in the day-to-day operation of its offices. A statement in the Board's policy handbook indicates that although the Board is legally responsible for certain administrative aspects of ten local boards of education (nomination of teachers and administrative personnel, certification of staffs, approval of certain formal requests, etc.), major emphasis is on providing services beneficial to its constituent school districts:

> The chief concern...is that the performing of the services and the carrying out of the statutory obligations be done in such a way that the local school districts are constantly strengthened.

The county boards of education in Ohio are fiscally dependent upon the state legislature and the county commissioners and do not have the power to tax. The state legislature in 1955 made it possible for such offices as are operated by the Montgomery County Board of Education to be better supported than in previous years. This legislature mandated that supervisory personnel for the local school districts (not exempted villages or city districts) would be financially supported from state funds only if such persons were employed by a county board of education. In addition, certain personnel in the area of special education (teachers of slow learners, speech and hearing therapists, psychologists) might be assigned to the county board of education offices for state support purposes if such persons had not been employed in the local districts. Financial support from state funds for the above certificated persons is based on their training and the number of months they are employed. The professional staff of the Montgomery County Board of Education has increased since 1956 from 3 persons to 28 persons through such beneficial legislation.

The basic concepts of the Montgomery County Board of Education have been changing in recent years. Except in a few instances, and then only in order to comply with the law, the direct administration of the local schools encompassed by this Board of Education is the responsibility of the administrators in the local school districts. Service is now the key word in the entire operation of the County Board of Education — service to children, parents, teachers, administrators, local boards of education, and the community. The activities mentioned here are only those which cannot be duplicated in the local districts because of the need for economical use of talent and funds. Service will continue to be a prime factor in the planning for the development of any new programs.

Specific Service Programs:

Curricular and Instructional Services

Provides a broad range of specific supervisory activities for eleven school districts in the area including the selèction and distribution of teaching materials. Much emphasis is given to continuing inservice development programs for teachers.

Instructional Materials Center

Maintains a library of films and other instructional materials which are booked and delivered on a regular basis to the school districts of the county including three of the independent city school districts. This center has been recently established and is currently experiencing rapid expansion. A satellite distribution center in an adjoining county to serve additional districts is now being planned.

Data Processing Services

Provides machine processing of grade and attendance reports for eleven school districts, the tabulation and analysis of the annual census reports for ten districts, and the preparation of state reports. Underway just over a year, this center is still "tooling up" for service. The recent addition of an optical scanner now permits the center to score and analyze standardized tests. Addition of a computer is being contemplated.

Personnel Services

Assists local school districts in securing qualified certificated personnel by initial screening interviews of possible candidates both on college campuses and in the central office. Also maintains records of all certificated personnel, prepares required state reports, and reviews and recommends applications for certification and certificate renewal.

Research Services

Promotes and directs various research projects related to education in the school districts of Montgomery County in such areas as local financial resources, the state foundation program, salaries, costs, and attendance. Reports contain data useful to all districts in the county.

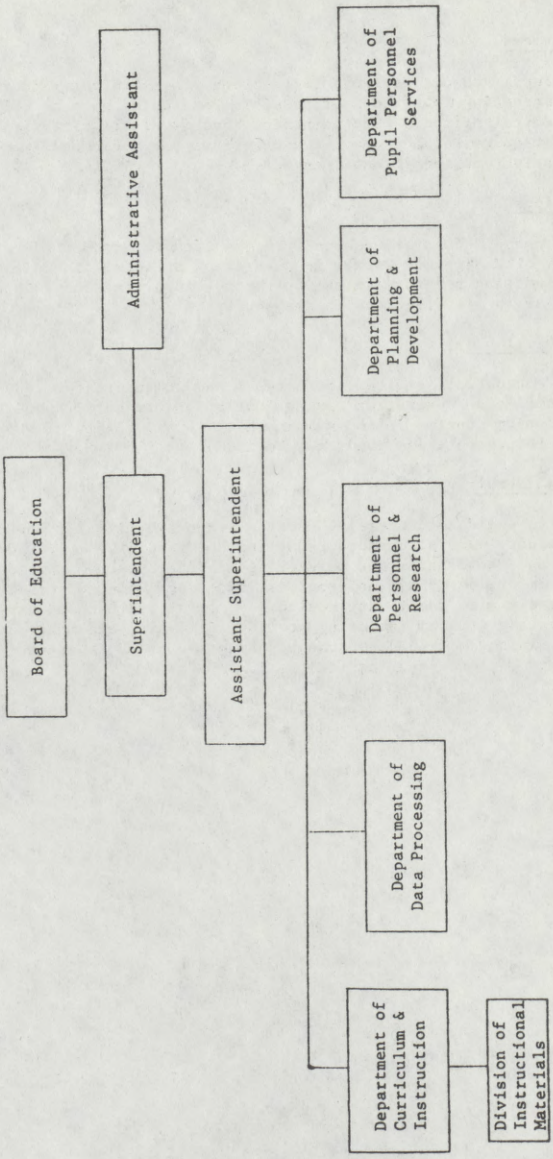
Planning and Development

Provides consultant services to teachers and administrators on matters related to the submission, operation and evaluation of projects funded by government and foundation grants. Also advises on the availability of grants and the purposes for which these funds may be used.

Pupil Personnel Services

Shares with the data processing section responsibility for annual school census and for county-wide attendance reporting and recording. Provides psychological services and coordinates the work of speech therapists and guidance counselors. Provides inservice education programs for these pupil personnel workers and, cooperatively with the County Health Department, for school nurses. Supervises county testing program including scoring, analysis, and interpretation. Also provides liaison between the schools and other community agencies that provide services to children and families.

Montgomery County Public Schools, Dayton, Ohio



Prototype No. 4

Oakland Schools - Michigan

Prototype No. 4: Oakland Schools
Oakland County Service Center
Campus Drive
Pontiac, Michigan 48053

One of a statewide network of intermediate school districts. While this agency serves a single county, some of its counterparts in other parts of the state serve multi-county areas. The most recent major modification of the intermediate district structure in Michigan was completed in 1964 when all remaining direct ties with other aspects of county government were removed.

Regional Area:

An approximately 900-square-mile area, and consists of 29 independent local school districts in a geography that ranges from highly urban to relatively rural. Of the nearly 250,000 children attending the public and private schools in the county, about 220,000 attend public schools.

Organization and Operation:

Has a five-member board of education made up of laymen nominated by petition and elected by the members of local school district boards. Board is fiscally independent although the total amount of its annual budget must be approved by local school district boards. Board has tax levying authority and is eligible for and receives state financial support. Board is responsible for appointing its superintendent and staff and setting their salaries. Operation is housed in its own separate building; board has authority to build or purchase as well as to lease facilities and can bond itself for capital outlay. Local school district personnel are involved in many aspects of program planning although each district is free to choose which, if any, of the services provided by the regional agency it wants to use in its local area.

General Description:

Oakland Schools, an area education service center, is an Intermediate School District under the laws of the State of Michigan. As a public corporation its constituency covers an area roughly 30 miles by 30 miles, just northeast of the City of Detroit. Each of the 29 local school districts in the regional area is a public corporation with its own board, constituency, and administration. Attendance in the public and private schools of the constituency totals about 250,000 children, of which 220,000 attend public schools, employing 10,000 professional faculty.

The Board of Education, Oakland Schools, is made up of five individuals elected for overlapping six-year terms. Board officers include a president, vice-president, secretary, and treasurer. The secretaryship is held by the superintendent. A department head holds the position of treasurer. The Board exercises certain taxing powers and is a recipient of state, federal, and some local funds for an annual operating revenue of approximately 4 million dollars.

As the board of directors of a public corporation, the Oakland Schools Board of Education can hire and fire, set standards of employment and conditions of work, hold property in its own name, bond itself for capital outlay, and levy taxes for debt retirement and operation. Its actions in all these matters rest upon relationships with its constituent school boards and the voters therein, inasmuch as constituent school boards not only elect the Board of Education but annually sanction its operating budget. All local districts in the area are part of its constituency.

Operating under the Board of Education are a superintendent and a deputy superintendent who have reporting to them at their level an administrative assistant, a public information person, an assistant superintendent for state and federal relationships, and a small research department. At the operational level are four department heads each of whom reports directly to the superintendent: a director of instruction, a director of special education, a director of administration and law enforcement, and a director of data processing.

The Department of Instruction includes the reading clinic, the library, measurements and guidance, federal projects, and subject matter specialists. Under Special Education are speech, hearing, psychological and vocational rehabilitation clinics, plus specialists in the various special education fields. In the Department of Administration and Law Enforcement are persons responsible for the teacher licensing code, child accounting code, financial accounting code, school lunch code, transportation code, and the internal business office.

Data processing is maintained at local option. Presently a very good second-generation computer system is being employed which is backed up by a good optical scanner, the usual input and output hardware, and an operational staff, programing staff, and a substantial advanced systems staff. A comprehensive third-generation teleprocessing system will be in operation in 15 months.

The product mix of Oakland Schools is typical of that of a mature, metropolitan regional service center. Its clinics are staffed with directors having doctorates and clinicians having either doctorates or other advanced graduate training. Clinical practice is restricted to those students of the constituency requiring a very high order of attention. Consultants and subject matter specialists in most instances have doctorates in their own specialties or advanced graduate preparation and extensive experience. There are no generalists on the staff. Consultation in the various specialties is available for staff development and curriculum development work in local districts, all of which have curriculum generalists on their own staffs.

Although the Department of Administration and Law Enforcement does perform law enforcement functions on behalf of the state, more than two-thirds of the staff of that department engage in demonstration and inservice education activity before the fact of law enforcement, so that situations as to irregularity are held to an insignificant minimum.

Except in the instances of law enforcement and certain ministerial functions with regard to reporting, all services are available to the constituency at its option. None of the constituents is obliged to use any given service at any given time.

Because it operates in a metropolitan situation where its constituents are well organized, well staffed, and well administered, it is incumbent on Oakland Schools to attend in some unusual ways to its own staffing. To this end staffing is done entirely on a highly specialized basis; for example, the director of mathematics happens to be a mathematician and has a doctorate exphasizing mathematics education. Most department heads and staff specialists were initially recruited from university faculties. Most staff members having a doctorate maintain summer or Saturday connections with major universities as part-time staff members.

80-086 O-67-pt. 3—16

Specific Service Programs:

Curriculum Development

Provides a team of specialists in specific curriculum areas: mathematics, science, English, language arts, social studies, reading, and vocational education. These specialists are continuously involved in the improvement of instructional practice through regularly scheduled inservice staff development programs with teachers and local school district administrative and supervisory personnel, consultative assistance in local district curriculum revision efforts, consultation with individual teachers, the development of pilot and demonstration projects and programs emphasizing approaches to instruction and curriculum content emphases. A specific practicum has been developed for local district teachers of economically disadvantaged children. The team of specific subject area specialists also support other service agency functions when related to their area of specialization and assist personnel of nonpublic schools.

Reading Clinic

Operates and staffs a clinical facility in reading which serves children from local school districts in two separate ways. Children who are reading substantially below grade level are enrolled in the clinic for diagnosis and remedial instruction. Other children are given extensive diagnostic testing, and recommendations for remedial work are made to their schools. Consultant services, opportunities for observation, and guidance are provided for local teachers. Also part of the clinical operation is opportunity for teachers to serve a full semester as an intern in the reading clinic, helping them qualify as reading specialists. As many as eight reading specialists a year are qualified for their new positions through this carefully supervised program.

Measurements and Guidance Services

Assists in the administration of a comprehensive range of standardized intelligence, achievement, and aptitude tests throughout the regional service area. The specific tests administered are selected by each local district. The regional agency furnishes tests, answer materials, and computer processing of the test results.

State and Federal Relations

Provides consultant services to local districts in relation to special programs and projects -- planning, development, regulations and guidelines, and operation. Provides regular and up-to-date information regarding the progress of proposed legislation, amendments to existing legislation, and changes in administrative regulations and emphases.

Library Service

Operates a comprehensive library of professional materials for use by local school district and regional agency personnel. The library staff currently has in progress a special research project in the area of educational media and their potential for local district programs and the regional agency.

Administrative Services

Provides a number of services related to local school districts and their personnel

as required by law or as developed because of the efficiency of regional management. These include processing the certification and certificate renewal of teachers and other personnel, child accounting, financial audits, providing consultative help for local district administrators, providing basic and comparative statistical data on school district operation, and other programs separately identified.

School Lunch Services

Provides school food services consultants who assist local school districts in the planning and management of school lunch facilities, conduct regular training and inservice education programs for school food service personnel, and administer a cooperative (multi-district) purchasing program for certain types of food items.

Pupil Transportation Services

Provides consultants who work with local school district personnel in planning school bus routes and schedules, utilization of equipment, vehicle maintenance, and other aspects of transportation operations which serve both public and non-public schools. Conducts regular training programs for school bus drivers and assists local district personnel in operational supervision. Coordinates the cooperative purchasing of vehicle components as well as the transportation of certain types of special education students to schools or classes designed for their particular learning needs.

Data Processing Services

Operates a computer center which assists local school districts in such operations as accounting and payrolls (including check writing), inventories, library inventories and purchasing, attendance and pupil accounting, student scheduling, student progress reporting, and test scoring and analysis. All original records are initiated by local school districts. Currently an advanced systems staff is in the planning and programing stages for a data processing program which will serve local school districts through terminal input/output devices connected to a third-generation computer by telephone lines. This teleprocessing development is expected to become operational in 1968.

Speech and Hearing Clinic

Operates a clinical facility approved by the Speech and Hearing Association and staffed with a speech pathologist, audiologists, social workers, and therapists. The clinic is equipped to provide intensive diagnostic analysis for children with severe problems, consult with local district speech and hearing personnel and parents, demonstrate corrective approaches, and to provide follow-up programs of therapy with individual children. Program includes a language development program for preschool children (three- and four-year-olds) who do not talk and an intensive corrective program for kindergarten and first-grade children having articulation problems. The clinic is also a source of inservice development and professional assistance for more than one hundred speech correctionists employed by the thirty local school districts in the county.

Diagnostic Psychological Services

Operates a psychological clinic which can bring together the professional skills

of medical, psychological, and educational specialists with respect to the special problems of individual children. The clinical staff serve also as the resource people for the visiting teachers and teachers in the Adjusted Study classrooms. The Adjusted Study classes operated both for boys and for girls enroll children (ages 9 to 14) who have a history of chronic behavior disorder.

Special Education Services

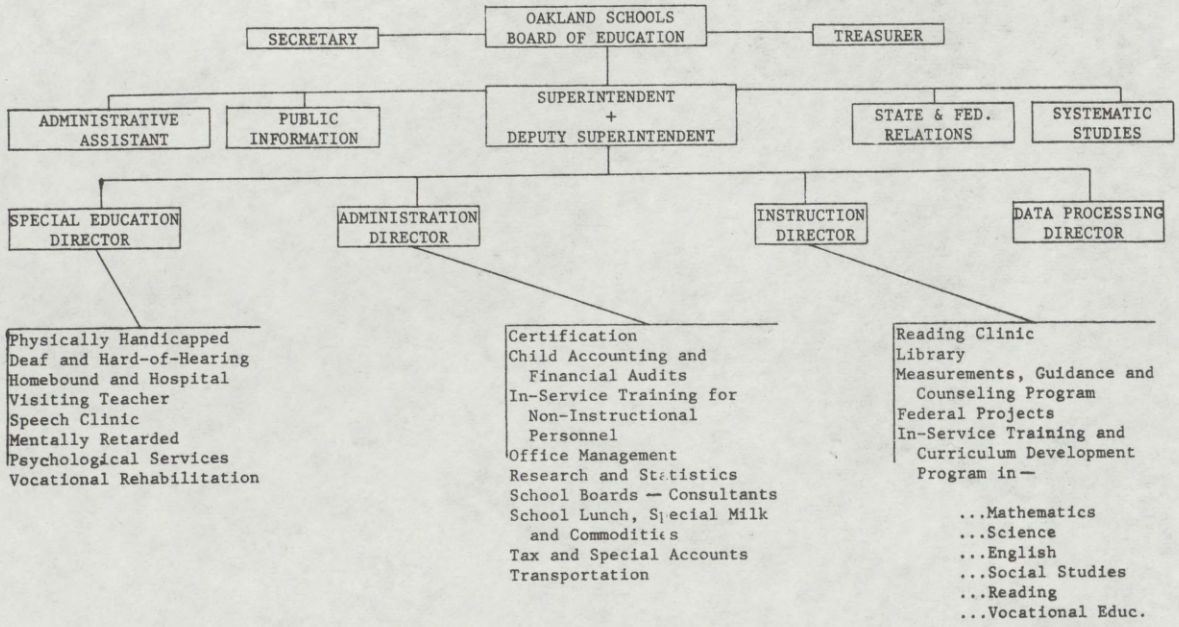
Provides a broad range of specialists who coordinate their efforts with a comprehensive special education program available to every local district in the county. This staff includes teachers for homebound and hospitalized children, a consultant for programs for emotionally disturbed, counselors for physically handicapped, a consultant for programs involving children with minimal brain damage, personnel including paraprofessionals for programs for the mentally handicapped including a school for trainables. The agency also employs a staff to operate a vocational rehabilation clinic. The population of local school districts permits most of the special education classes to be located in district schools so children can be kept near home. Where this is not possible, children are transported to the nearest special room that meets their needs. The cost of special education personnel and special education facilities incurred by local districts is reimbursed from state subsidies and from the special education tax levied by the regional agency.

Systematic Studies

Provides a staff who are specialists in the design and conduct of research. Research teams collaborate with local district personnel to compare statistically and objectively differing methods and materials used in various subject areas and grade levels and institute curriculum changes with confidence. Computer analysis permits determination of the system preferable for children having certain characteristics and the approach most effective at specific grade levels.

ORGANIZATIONAL

"FLOW CHART"



Prototype No. 5

Cooperative Educational Service Agency No. 18 - Wisconsin

Prototype No. 5: Cooperative Educational Service Agency 18
35-38 Commerce Building
124 Commerce Street
Burlington, Wisconsin 53105

One of Wisconsin's 19 regional service agencies which were established in 1965 as a type of intermediate unit agency. These agencies came into being through legislation which at the same time abolished the county superintendent of schools, which had functioned in the state for many years.

Regional Area:

Consists of 50 local school districts in what approximates the area of three counties although its boundaries do not conform to county lines. The school districts in the area enroll 70,670 pupils.

Organization and Operation:

Has an 11-member lay board of education elected by the school board members of all the constituent districts in the service areas. All members of this Board of Control serve at the same time as a member of a local district board. Agency receives a fixed amount ($29,000) of state subsidy; all other funds for operations come through contracts with local districts in the area for services provided. Board appoints administrator (Coordinator) and staff. The administrator's salary (minimum and maximum) is specified by law. Agency functions are limited to the operation of interdistrict service programs planned and developed cooperatively by the agency and local districts.

General Description:

Wisconsin created a statewide network of 19 Cooperative Educational Service Agencies (CESA) in 1964. They became operational on July 1, 1965, the date on which the office of county superintendent of schools passed out of existence. All territory in the State of Wisconsin is included in one of the existing agencies.

The new Agency, CESA, is governed by a Board of Control consisting of not more than 11 school board members who are chosen by the school boards within the Agency. When more than 11 school districts are involved the school boards develop a plan for choosing the members of the Board of Control. The annual meeting for this purpose, known as the Delegate Assembly Convention, is held in August. The chief administrator of the CESA is known as the Coordinator. He is appointed by and subject to the Board of Control. The statutory salary limit for this office is in a range from $10,500 to $13,500. The Coordinator may be appointed for a term of three years.

The Agency receives annually $29,000 in state support. These funds are designated to finance the salary of the Coordinator, the secretarial-clerical staff, rental of office space, equipment, and the like. None of the state support money is to be used to defray expenses of direct service to schools. All finances other than the state aid to be used in the operation of the Agency must be derived from agreements or contracts made by the Board of Control with the school districts to whom requested services are provided.

The chief administrator of each of the districts within the boundaries of a CESA is statutorily a member of an advisory council, which advises the Board of Control and Coordinator. Hence the school district administrators play a vital role in

working with their respective boards in determining what specialized services they feel can be performed best and most economically through the Agency. The Wisconsin CESA operates without taxing power. No school district can be threatened of loss of state aid based on a refusal of its board to enter into service contracts with the Agency.

The purpose of the CESA concept in Wisconsin is set forth in Chapter 565 as follows: "The organization of school districts in Wisconsin is such that there is a recognized need for some type of a service unit between the local district and state superintendent level. There is hereby created such units designed to serve educational needs in all areas of Wisconsin. Such cooperative educational service agencies are created by the state as a convenience for local districts in cooperatively providing special educational services to teachers, students, school boards, administrators, and others and may include, but is not restricted because of enumeration, such programs of research; special student classes; data collection, processing, and dissemination; inservice programs; and liaison between the state and local school districts."

Specific Service Programs:

Psychological Services

Nine local school districts with a combined enrollment of 7,575 pupils share the services of a school psychologist. The program consists largely of diagnostic testing and consultant services to teachers and guidance counselors.

Remedial Reading

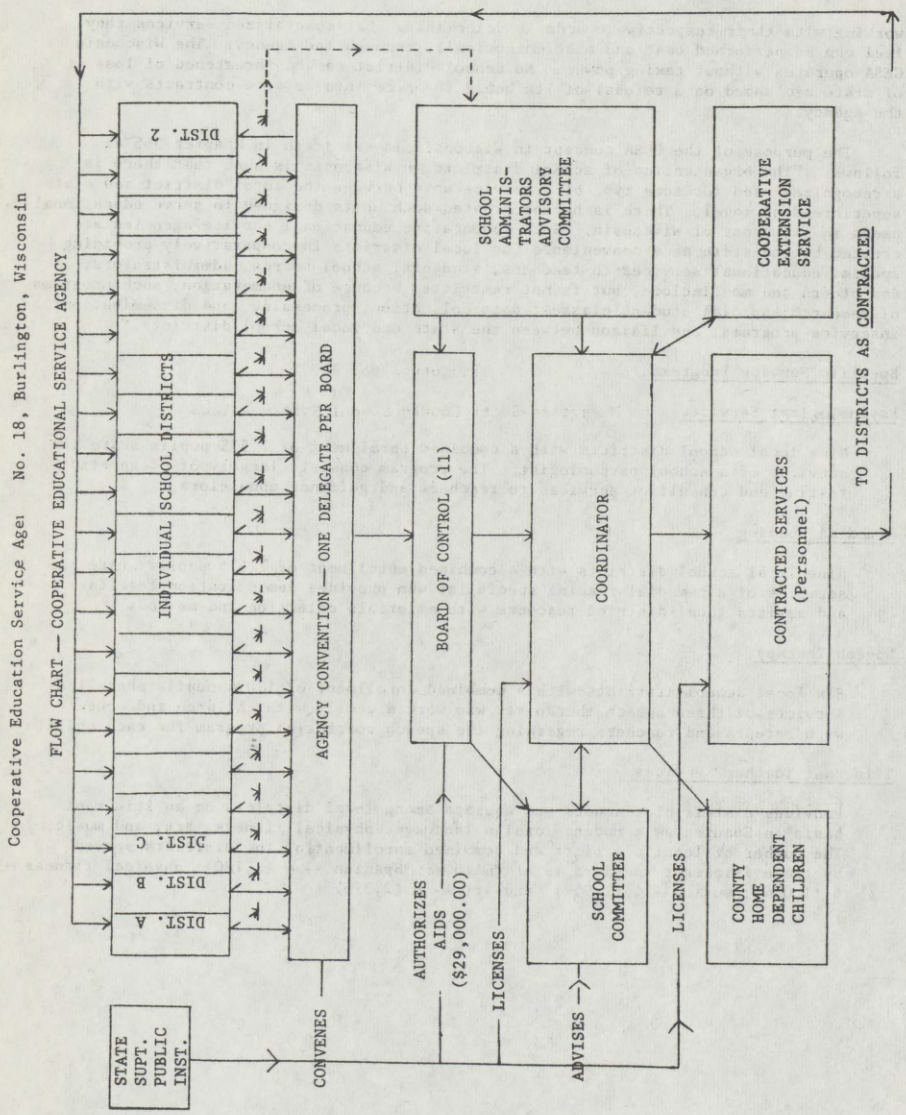
Nine local school districts with a combined enrollment of 7,575 pupils share the services of a remedial reading specialist who provides demonstration teaching and assists local district teachers with materials selection and methods.

Speech Therapy

Six local school districts with a combined enrollment of 1,034 pupils share the services of three speech therapists who work directly with children and consult with parents and teachers regarding the speech correction program for each child.

Itinerant Teacher Services

Provides a staff of teachers who operate among local districts on an itinerant basis in Spanish as a modern foreign language, physical fitness, art, and music. The number of local districts and combined enrollment of the districts served by these itinerant teachers is as follows: Spanish -- 4 (1,170); physical fitness -- 6 (1,034); music -- 4 (1,947); and art -- 6 (2,315).


Cooperative Education Service Agei No. 18, Burlington, Wisconsin
FLOW CHART — COOPERATIVE EDUCATIONAL SERVICE AGENCY
DIST. 2
INDIVIDUAL SCHOOL DISTRICTS
DIST. C
DIST. B
DIST. A
AGENCY CONVENTION — ONE DELEGATE PER BOARD
SCHOOL ADMINIS-TRATORS ADVISORY COMMITTEE
COOPERATIVE EXTENSION SERVICE
BOARD OF CONTROL (11)
COORDINATOR
CONTRACTED SERVICES (Personnel)
TO DISTRICTS AS CONTRACTED
STATE SUPT. PUBLIC INST.
CONVENES
AUTHORIZES AIDS ($29,000.00)
LICENSES
SCHOOL COMMITTEE
ADVISES
LICENSES
COUNTY HOME DEPENDENT CHILDREN

Prototype No. 6

Muscatine-Scott County School System - Iowa

Prototype No. 6: Muscatine - Scott County School System
Scott County Court House
Davenport, Iowa 52801

One of a statewide network of intermediate unit agencies operating in Iowa under one of three permissive organizational patterns. This agency was the first (and as of January 1, 1967, the only) agency in which two (or more) former county school systems are completely merged into a single multi-county school corporation.

Regional Area:

Consists of two counties embracing 22 separate local school districts and a total of approximately 60,000 public school children. The regional agency has both legal responsibilities and service functions for all local districts in the area.

Organization and Operation:

Has a seven-member board of education made up of laymen elected at large on a nonpartisan basis. Board is fiscally independent, has tax levying authority, and is eligible for and receives state financial support. Board is responsible for appointing its superintendent and staff and setting their salaries. Operation is housed in part in county operated facilities and in part in supplementary facilities leased by the agency board. Local school district personnel are involved in many aspects of program planning and development.

General Description:

The Muscatine-Scott County School System is a new regional service agency in the sense it has existed in its present form only since July 1966. At the same time it is an old agency given new form as a result of a series of modifications. It can also be viewed as still in a state of becoming as further change might be anticipated.

The traditional county intermediate unit structure in Iowa was that of an elected officer, the county superintendent of schools, who performed a number of legally prescribed duties. Most of these duties involved administrative responsibilities for the large number of small school districts that existed throughout the state. The first major modification of this statewide system came in 1947. In that year a new type of intermediate unit was created, a statewide network of county school systems. Each county school system included all the local school districts in each county. Each county school system was governed by a fiscally independent county board of education to whom responsibility for appointing its administrative officer and tax levying authority for the support of inter-district service programs was granted.

In some Iowa counties including Scott, substantial service programs were developed under this county school system structure. In others of the state's 99 counties, the population base was too small for service programs of much significance to become a reality. A series of statewide studies pointed out the need for further modifications, and statutory modifications were enacted on a permissive basis. The first permitted two or more county boards of education to jointly employ the same county school superintendent to administer the service programs for the multi-county area. A number of such joint multi-county and multi-board operations have been established. A more recent modification enacted in 1965 contemplated the ultimate development of 16 intermediate districts for the state and provided legal machinery for the merging of counties into a single operation under one multi-county board of education. Scott County and Muscatine County were the first to take advantage of the new law. Their

merger was approved in July 1966 and the new multi-county agency has existed only since that date.

The present operation of the Muscatine-Scott County School System demonstrates the adjustments necessary when an agency providing many types of specialized service and one with a considerably smaller program are merged. The hope of all is that all of the services previously provided in either will automatically be available for both and that the program will immediately be expanded beyond what previously had been available. New relationships, the consolidation and expansion of staff and facilities, and other aspects of program operational adjustment constitute a time-consuming process.

There is some room to speculate about the transitory nature of even the present merged area. The statewide master plan includes a third county in this regional service area. Some consideration of the three-county merger was given before the merger of July 1966 was proposed for referendum. How soon the third county might elect to join the merger, if indeed it decides at all, is a matter for the future to determine.

Specific Service Programs:

Special Education Services

Operates a comprehensive program for exceptional children including psychological service, a program in hearing conservation, speech therapy, programs for physically handicapped children, classes for mentally retarded (both educable and trainable classes), instruction for homebound, and school social work services. Operates a special school for preschool-age children who are handicapped by cerebral palsy or are otherwise neurologically impaired. This program includes physical therapy and speech service. The school also enrolls older children with special learning disorders and brain damage. A special program for blind children teaches them Braille and adapts regular instructional materials for Braille so that both elementary and secondary school blind children can be taught in regular classrooms with other children. The agency also furnishes and coordinates the transportation necessary for all special education children for attendance at the special school or at special classes conducted in local district facilities. A part of the total special education service is in the area of inservice education programs for local district teachers and administrators.

Curricular and Instructional Services

Provides curriculum consultants to work with local teacher groups in curriculum development programs and in inservice education. The consultant team includes specialists in reading, in early elementary education, and in specific subject areas as requested. In addition to the regular members of the instructional services staff, outside consultants are brought in by the agency for special assignments and to work with groups in specific curricular areas.

Instructional Materials Center

Operates a center which handles the booking and delivery of films, supplementary textbooks, and other curriculum materials. The agency has also been assigned responsibility as a depository and distribution center for ESEA Title II materials and is now in the process of developing a program which will handle the processing and distribution of 100,000 library books and some 2,500 films to the public and nonpublic schools in a three-county area.

Pupil Testing Services

Provides standardized test materials and scoring and analysis services for all local districts in the area. Test scoring and analysis are handled by the agency's data processing unit or, in the case of the Iowa Test of Basic Skills and the Iowa Test of Educational Development, processing is handled by the test makers at the state university. The agency underwrites the cost of the testing service although each local school district selects the particular tests administered to the pupils of their constituency. Consultant services on the utilization of test data and analysis are also provided.

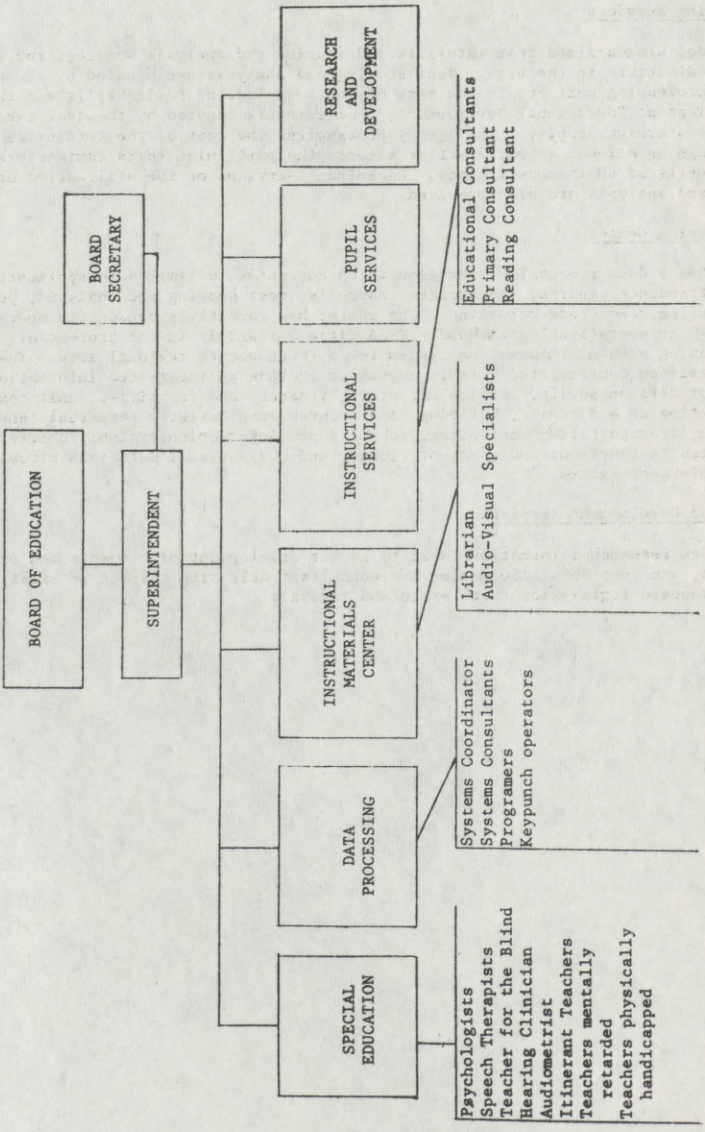
Data Processing Center

Operates a data processing operation which currently is limited to applications for attendance records, inventories, payrolls, test scoring and analysis, pupil scheduling, and grade reporting. The center has recently expanded its operation through an operational grant under ESEA Title III and is in the process of developing a total information system for a three-county regional area. The applications contemplated in this expansion include an integrated information file of data on pupils, curriculum, staff, finance, and facilities; unit cost accounting on a district, building, and program area basis; a perpetual census system; transportation accounting; school lunch information system; computer assisted instruction; and a school library and audio-visual materials circulation and reference system.

Research and Development Services

Provides research information, assists in the development of projects and proposals, and furnishes information and consultant help with respect to existing and proposed legislation (both state and federal).

Muscatine-Scott County School System, Davenport, Iowa



Prototype No. 7

Harris County Department of Education - Texas

80-086 O-67-pt. 3-17

Prototype No. 7: Harris County Department of Education
6515 Irvington Boulevard
Houston, Texas 77022

One of the several types of intermediate unit agencies which operate for most of the 254 counties of Texas. This agency is one of four operating under laws which permit the county board of school trustees to appoint its superintendent. In all other counties the county school superintendent is elected on a nonpartisan basis or the official county education functions are assigned to the county judge.

Regional Area:

Consists of 20 independent local school districts having a combined enrollment of 368,976 public school pupils. These local districts operate 63 secondary schools. All local districts in the county except the Houston City Schools receive services from the regional agency.

Organization and Operation:

Has a five-member county board of trustees made up of laymen who are elected on a nonpartisan basis. Board of trustees is fiscally independent, has tax levying authority, and is eligible for and receives some state financial support. Board is responsible for appointing its superintendent and staff and for setting their salaries.

General Description:

The Harris County Department of Education came into being in 1889 with the creation of the office of county superintendent of schools. During its early years of operation, functions were largely limited to administering some 40 common school districts and performing other statutory duties of the office. Soon after 1925, the process of consolidating common school districts into independent school districts began and with it came a phasing out of the county superintendent's administrative responsibilities.

Since 1935 the emphasis in Harris County has been on the "equalization of educational opportunity." In that year the citizens of the county voted affirmatively on a tax of one cent per $100 valuation for this purpose. For a number of years the county's board of trustees considered "grants in aid" to supposedly needy districts as the best method of equalizing educational opportunities throughout the county. In 1961, at the request of the superintendents of the county, a program of regional services was begun. This program has expanded with each year of operation and currently involves an annual budget of approximately $300,000. The county's tax funds are supplemented by funds received from both state and federal sources and from local school districts as payment for certain of the services offered.

Specific Service Programs:

Administrative Responsibilities and Services

Agency has statutory responsibilities for the approval of local school district bus routes and the purchase of school buses and tires, for the registration of teacher certificates, issuance of time warrants by districts, approval of transfers of students between districts, and the administration of school district boundary adjustments, school census, and the county's available fund.

Curriculum and Instructional Services

Provides elementary education specialists who work with the teachers and administrators of ten local school districts on a request basis. Most of these school systems are small and otherwise do not have access to such help. Services consist of consultation with individual teachers and teacher groups on curriculum study, methods of teaching, and general classroom procedure as well as assistance in testing programs and coordinating instructional services. Provides inservice education programs for teachers prior to the opening of school which involve agency staff and outside consultants. Also currently operating a planning project under ESEA Title III in the general area of staff development.

Attendance Officer

Provides an attendance officer whose services are shared by 12 smaller school districts. This service includes home visitation for chronic absentees and other activities related to school attendance.

School Nursing Service

Provides an itinerant school nurse whose services are shared by four local school districts who would otherwise be without such service.

Psychological Service Center

Provides full-time psychological and part-time psychiatric services for work with children having emotional and/or special learning problems. The psychiatrist also conducts two seminars each month for teachers, nurses, counselors, special education teachers, and visiting teachers. These seminars deal with specific learning problems of children and approaches through which they can be minimized or resolved.

Counseling and Guidance and Test Scoring Services

Coordinates a cooperative guidance and counseling program which operates on an interdistrict basis. Also provides machine test scoring for all local districts. This department scores approximately 350,000 standardized tests each year.

Educational Media Services

Assists the Gulf Region Educational Television Associates through KUHT-TV by providing 180 programs in elementary Spanish each year. Provides an instructional materials center which includes a library of over 4,000 teaching films and 2,500 filmstrips. Provides a twice weekly delivery of materials to over 120 school campuses serving more than 70,000 pupils. Also furnishes a variety of equipment for loan to local districts -- projectors, record players, TV sets, etc.

Cooperative Purchasing

Operates a cooperative purchasing program through which 15 local school districts pool their requisitions, obtain a common single bid, and obtain the advantages of large quantity orders.

Speech Therapy

Coordinates and assists in the support of speech correction services for four smaller school districts in the service area. The agency also supervises the operation of this interdistrict program.

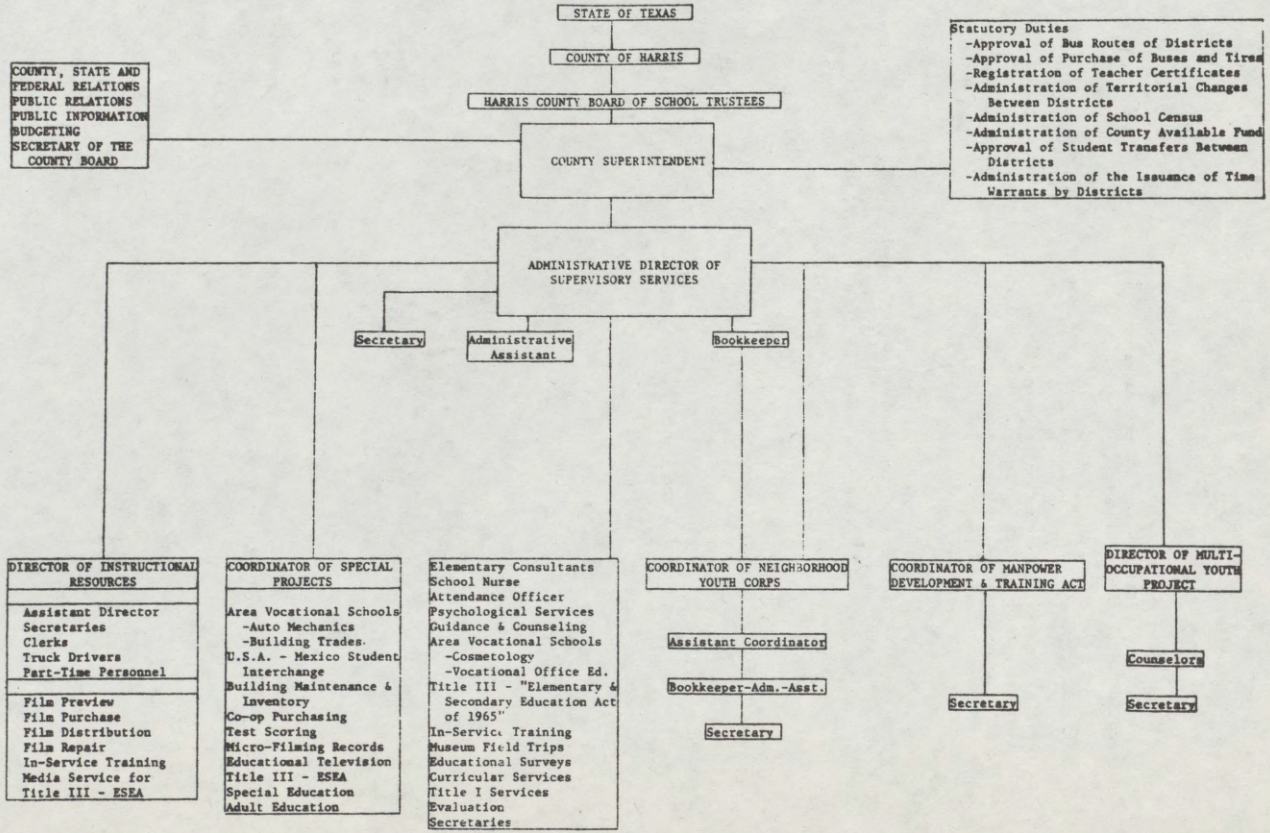
Vocational Education

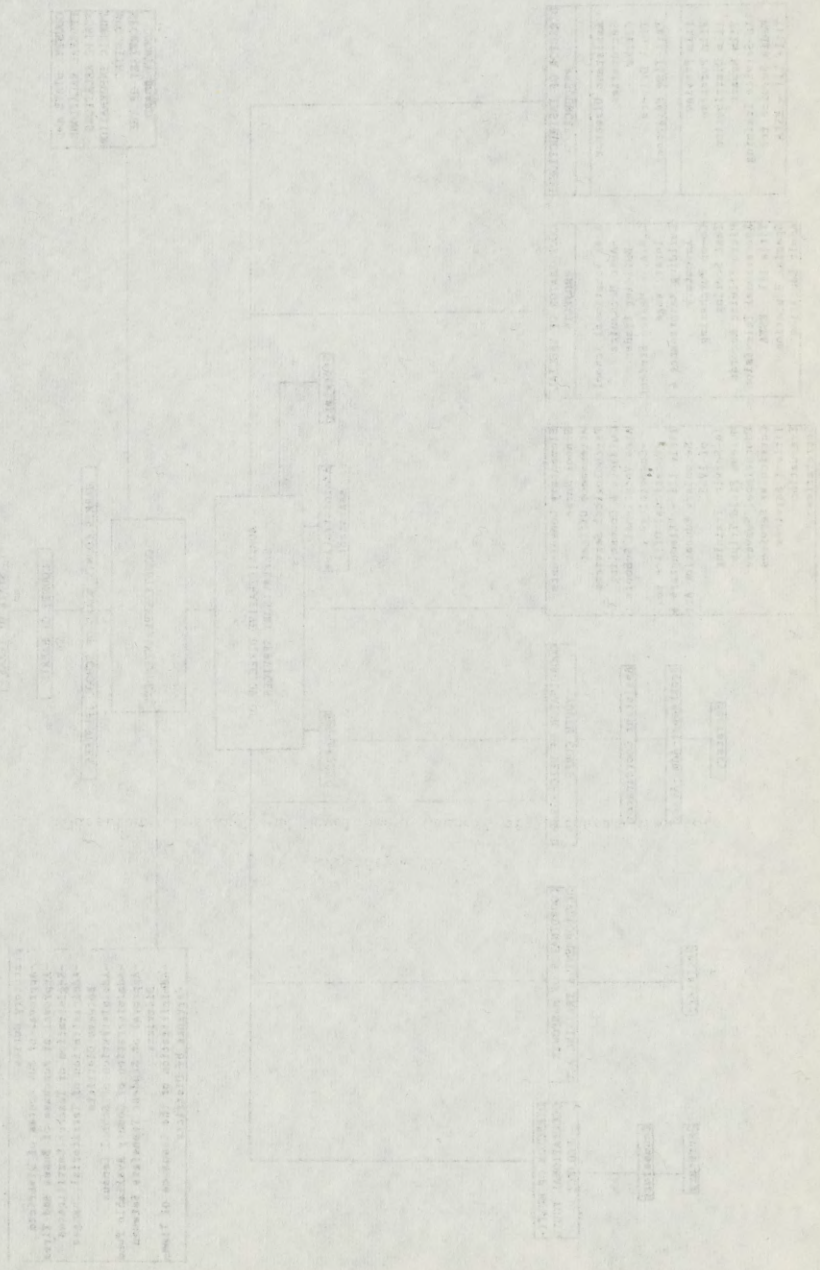
Sponsors classes in auto mechanics, cosmetology, office machine operation, and the building trades which serve seven local school districts on an area basis. Provides transportation to bring students from their home schools to these class centers, furnishes equipment, and in some instances has constructed shop buildings. Under MDTA, the agency sponsors a multi-occupation vocational program for more than 400 school dropouts aged 16-21 and for adult men and women over the age of 21. These trainees have access to more than 20 occupational training programs. Also sponsored on an area basis is the Neighborhood Youth Corps program now operating in 12 local school districts with approximately 250 students employed. During the summer of 1966 at the request of the U. S. Department of Labor, an additional 700 students were employed in the "Operation Champ" program and the program at Texas Southern University.

Special Cultural Programs

Coordinates a program for visitation between Mexican and American high school students. The Mexican students spend three weeks in the Houston area in December and the U. S. students, accompanied by an agency staff member, visit Mexico City in July. Another cultural program involves the payment of fees for students to attend classes and tours of the Houston Museum of Natural Science. The program this year will involve more than 3,000 students.

Harris County Department of Education, Houston, Texas





Prototype No. 8

Educational Research and Development Council of Northeast Minnesota

Prototype No. 8: Educational Research and Development Council of Northeast Minnesota
Old Main, Room 215
University of Minnesota, Duluth
Duluth, Minnesota 55812

A regional educational cooperative organization whose members are the local public school districts of the area together with the Roman Catholic Diocese of Duluth as an honorary member.

Regional Area:

Comprised of 46 local school districts which cover an eight-county area of approximately 20,000 square miles. The area is largely covered by lakes and forests, mining towns and scattered population. It also includes three Indian reservations.

Organization and Operation:

Has an Executive Committee consisting of a president, vice-president, secretary-treasurer, past president, and four other members elected at large. Provision is made for such additional ex officio members as the Committee may wish to include. Active membership in the Council is open to any public school system in Northeastern Minnesota. Each member school system is represented officially by the superintendent or another member of its board of directors. Member districts support the agency by paying an annual membership fee which is 20 cents per pupil enrolled in the local district except that no member district will pay less than $100 nor more than $2500 in any year. Provision is made for Honorary Membership, open to agencies or school systems upon application for and approval of such status. Honorary members do not have the right to vote or hold office and do not pay membership fees. They are subject to billing for the cost of any special services provided to them. The member districts of the agency are eligible to receive state and federal funds but such eligibility does not apply directly to the regional agency. The Executive Committee in conjunction with the University of Minnesota, Duluth, appoints an executive secretary who serves as the chief administrative officer of the Council. They may also appoint such additional staff as is required.

General Description:

In recent years, educators in northeast Minnesota, as elsewhere, have become increasingly concerned with the greater demands upon education due to the incredibly complex world that is developing around us. This concern prompted the school administrators of Region Seven of the Minnesota State High School League to meet at the University of Minnesota, Duluth, on August 24, 1965, to discuss the possibility of having the school districts of northeast Minnesota join together to form a council for educational research and development. There was basic unanimity of agreement at this meeting that an organization should be formed, that school districts could join if they found their interests reflected in the structure, and that finances provided by local school districts would be required in order to get started. A steering committee was formed and charged with the responsibility of drawing up plans for this new organization.

As a result of the work of the steering committee, a meeting of persons interested in the formation of the Educational Research and Development Council of Northeast Minnesota was held on October 5, 1965. Articles and bylaws for the organization were drafted, and it was decided that, when in the judgment of the Steering Committee a sufficient number of school districts had indicated their willingness to join, that

the Steering Committee would call a meeting for the purpose of electing a Board of Directors and filing the necessary incorporating papers.

On November 8, 1965, this meeting was held and the first Board of Directors was elected. Upon the advice of legal counsel, it was decided to operate under a "cooperative agreement" instead of incorporating as originally intended. A staff member was granted leave of absence from his responsibilities at UMD and he was engaged as executive secretary of the Council. A proposal for a planning grant under Title III of P.L. 89-10 for a supplemental services center was submitted through the Duluth school district as the first project of the new organization.

During the period January to June 1966, the RAND Council has submitted five additional project proposals to the U.S. Office of Education under Title III of P.L. 89-10. A proposal for an operational grant for the supplemental services center will be submitted in August 1966. The RAND Council is also maintaining a close relationship with the Midwest Regional Laboratory which is being developed under Title IV of P.L. 89-10. As of July 1966, two proposals for funding of projects to be carried on in the RAND Council area have been submitted for consideration by the Midwest Laboratory.

The Council maintains quarters in the Old Main building of UMD. Present plans include eventual construction of a new building somewhere in the RAND Council area. Although federal funding will play an important part in the future of this organization, it is felt that federal grants may become a less important phase of the Council's activities, and that the ultimate program will include a tightly knit organization of school districts that will continue to grow in effectiveness in order to provide the maximum in educational opportunity for the people of northeast Minnesota.

Specific Service Programs:

NOTE: As indicated in the foregoing description, the Educational Research and Development Council is a "new" agency. It is included as a prototype because it is illustrative of a type of organizational framework. The major activities of its first months of operation have been supported by an ESEA Title III planning grant. Thus, the service programs described below are somewhat more services now in the process of development than they are operational.

Curriculum Development

Plans include providing leadership in exploring, designing, and implementing new teaching techniques and materials. Will relate educational institutions, businesses, and community people and agencies in a cooperative way so that the schools of the area will benefit from the results of research and modern technology. Will encourage educators to experiment with new ideas and incorporate innovations into their school programs. Curriculum study programs and inservice training programs will assist teachers in keeping abreast with the changes now taking place in education. Demonstration classes will enable educators to make more realistic decisions concerning the direction in which their program will move. Area school systems will have the services of specialists provided by the Center to assist in developing procedures for the continuous evaluation of the local education programs.

Teaching Materials Library

The teaching materials library will have a supply of the latest teaching materials and equipment for examination, demonstration, and use. Information about all materials available will be disseminated to all area school people via bulletins and personal contacts. Mobile units will circulate throughout the area making current equipment more accessible to remote school districts. Resource people furnished by the Center will bring greater depth and breadth to students in the study of music, art, the different professions, trades, businesses, organizations, avocations, sports, and the various academic disciplines.

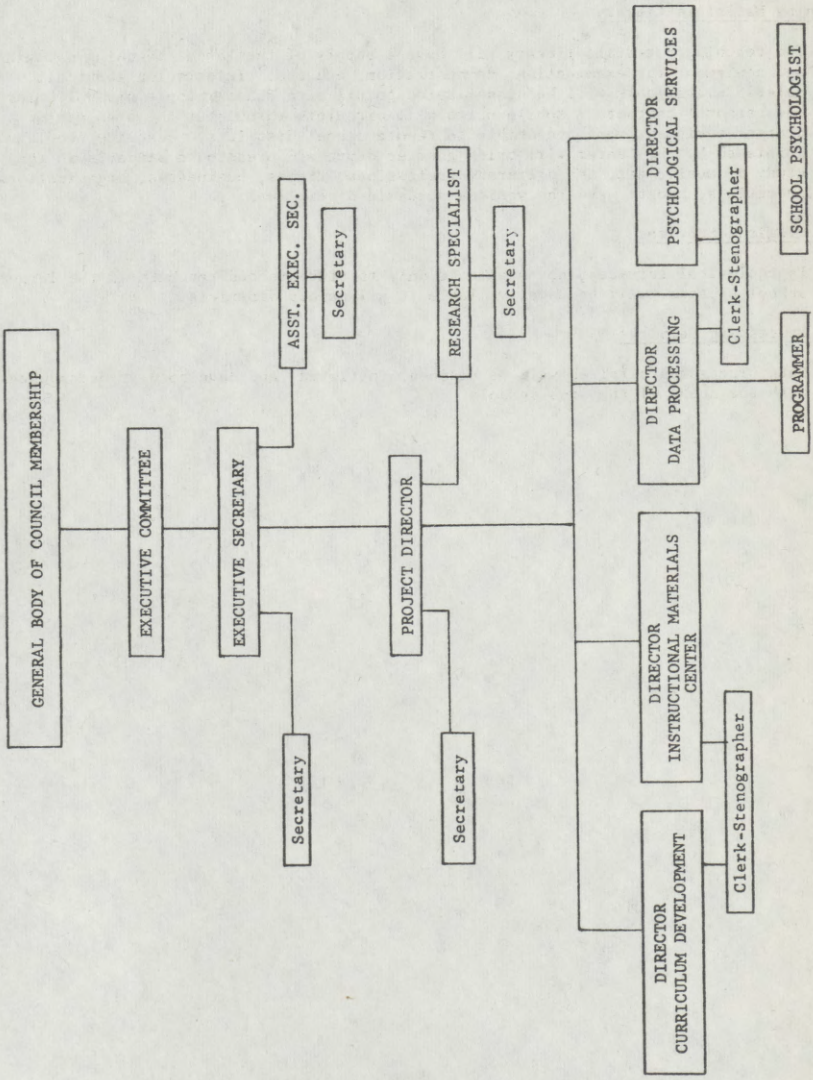
Psychological Services

Psychological services, now available only to students and teachers in the larger school systems, will be made available to all member districts.

Data Processing Services

Data processing services will be planned, initiated, and developed in accordance with the needs of the area schools.

Educational Research and Development Council of Northeast Minnesota



Prototype No. 9

St. Louis County Cooperative Audio-Visual Center - Missouri

Prototype No. 9: Audio-Visual Department of the Cooperating School Districts of the St. Louis County Suburban Area
1460 Craig Road
Creve Coeur, Missouri 63141

A cooperative organization whose members are the separate school districts in the suburban area surrounding St. Louis. Usually considered the first educational cooperative in the country.

Regional Area:

Consists of the territory of its 25 member districts, approximately 1,000 square miles surrounding the city of St. Louis. These school districts have a combined enrollment of 127,000 pupils.

Organization and Operation:

Has an Executive Committee made up of superintendents or school board members of the member districts. The Executive Committee serves as the governing board for the cooperative operation. Executive Committee members are elected by the official representatives of all 25 member districts. Operation is financed by annual assessments on participating member districts. Executive Committee employs staff and sets salaries paid. Executive Committee as governing board for the agency has authority to acquire, maintain, and equip its own facilities.

General Description:

The Audio-Visual Department of the Cooperating School Districts of the St. Louis Suburban Area is a 35-year-old instructional film library owned by the 25 public school districts which are members of the cooperative. This agency serves as the major or sole source for instructional films used by its clientele and a supplemental source for filmstrips and tapes.

The operation of this cooperative agency is financed by an annual assessment levied against member districts in terms of a budget developed by the staff and approved by the Executive Committee. The assessment to districts is based upon a two-part formula which considers (a) the assessed valuation of the member district and (b) its average daily attendance. The agency does not receive state or federal support or any other funds for its operation, equipment, or housing.

The agency does not have or require contracts with members of its staff nor with its member districts. It has operated since its establishment on an annual moral agreement of member districts. In a legal sense, the agency does not have any separate or individual identity but rather is considered an extension of the operation of each of its 25 member districts.

A pioneer in regional service as an educational cooperative, the agency is nationally recognized as an exemplary venture in the area of instructional materials support.

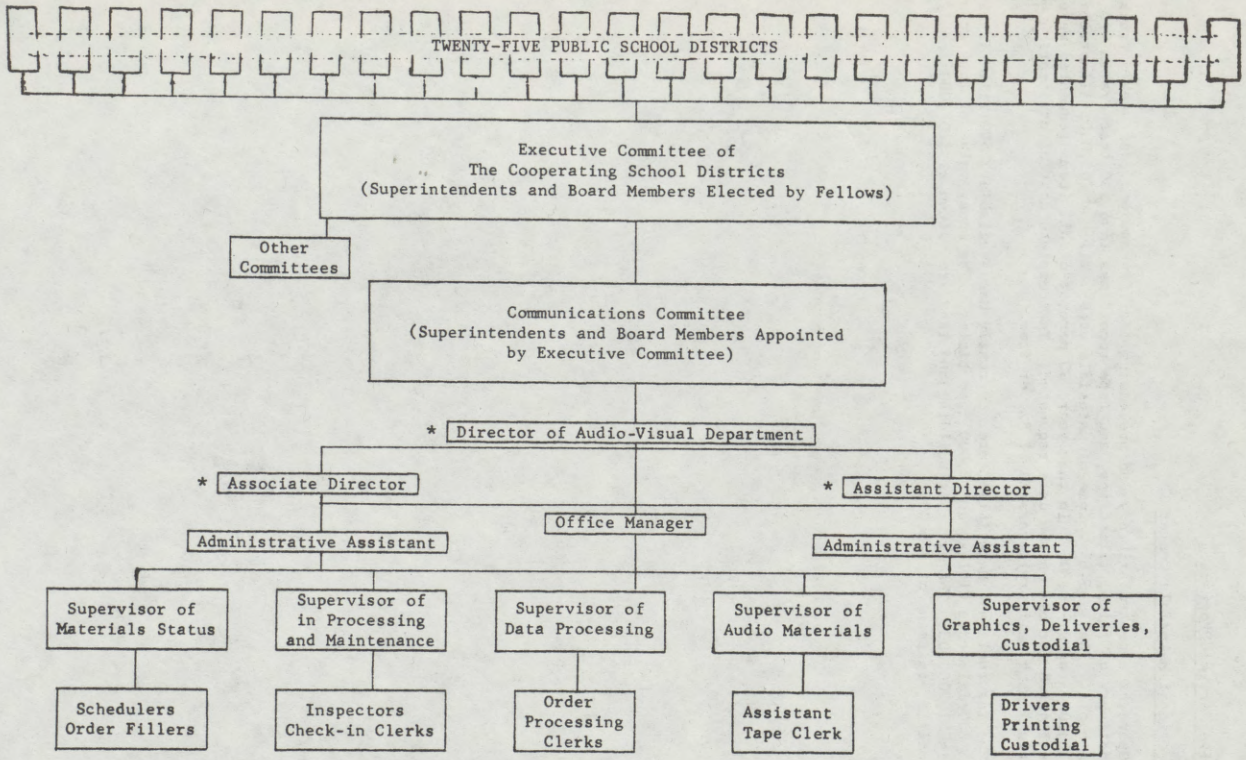
Specific Service Programs:

Instructional Materials Center

Operates a central library and processing facility and provides weekly truck delivery of films, filmstrips, and tape recordings to 8,500 teachers in 270 schools. The 1965-66 volume of materials used: films — 105,000; filmstrips — 38,000; tapes — 8,300. In that year, 90 percent of all items requested were delivered for use on the date requested. The complete cost of utilization (including delivery) averaged $1.82 per item.

The Instructional Materials Center currently has available 2,500 film titles, 3,800 filmstrip titles, and 2,000 tape titles. The money value of this stock is $1,200,000. The agency's building and land are valued at $107,000 and its office equipment at $85,000.

St. Louis County Cooperative Audio-Visual Center, Missouri



* Professional staff

Total staff 26 people

Prototype No. 10

San Diego County Department of Education,
California

80-086 O-67-pt. 3-18

Prototype No. 10: San Diego County Department of Education
6401 Linda Vista Road
San Diego, California 92111

One of California's 58 county intermediate school districts. An integral part of the state system of schools serving both as an extension of the state education department and as a service agency providing direct and coordinative services for the local school districts of the county.

Regional Area:

The county is an approximately 7,200-square-mile area which includes a large metropolitan area as well as sparsely populated mountain country. Fifty-one school districts ranging in size from a one-teacher district to San Diego (City) Unified look to the regional agency for educational services and leadership. These districts have a combined average daily attendance of 289,428 public school pupils.

Organization and Operation:

Has a five-member board of education whose members are elected for overlapping six-year terms by the voters residing in five geographic areas of the county. Board is empowered by charter to appoint its superintendent and staff. The salary of the superintendent is established in law. Board is eligible for and receives funds from the state, the county, and local school districts as payment for services provided; does not have tax levying authority. Has its own facilities and service center for housing staff and operations.

General Description:

The San Diego County Department of Education is an intermediate unit which serves as an arm of the state and provides direct and coordinative services to the school districts of the county. The County Board of Education makes policy decisions for the programs of nine separate budgets totaling $2,688,795. The County Superintendent of Schools Budget of $533,353 is supported by annual grants from the County Board of Supervisors. Part of the superintendent's salary and most of the Business Services and Special Services sections are supported by this budget. In addition, the County of San Diego provides housing for the entire Department of Education including maintenance of buildings and grounds, and automobiles for the county superintendent and two assistant superintendents. The annual cost of housing and automobiles, which does not appear on the County Superintendent's Budget, is estimated at an additional $300,000.

The County School Service Fund Budget provides for Curricular and Guidance Services and Coordination, Library Services, Audio-Visual Services, and production of instructional resources and guides. The 1966-67 budget totals $1,500,974. Major sources of income include (a) $773,643 from the County School Service Fund as apportioned by the State Department of Education; (b) payments from school districts (Audio-Visual Services $180,500; Library Services $153,000; Mobile Shop $25,000; Data Processing $60,000; and other services $2,500); (c) special grants (S.E.C. $110,107; VEA $49,915; NDEA $74,079; ESEA Title III $17,930; Brooks Foundation $30,000); and (d) miscellaneous $24,300.

In California the County Board of Supervisors may direct the county superintendent of schools to provide an educational program for the juveniles detailed or under the protection of the County Probation Department. The four separate program budgets total

$300,213 and are funded by a combination of regular school attendance apportionment from the state and annual grants from the County Board of Supervisors.

Since 1947 the county superintendent of schools has been required to provide classes for educable mentally retarded children in school districts where elementary ADA is less than 900. The Department may also provide such classes on a contractual basis in districts having over 900 ADA. The current budget of $270,932 provides for 15 classes, of which nine are in districts of less than 900 ADA and six are contract classes. In 1965 responsibility for the education of severely mentally retarded students in school districts having less than 8,000 ADA was assigned to the county superintendent of schools. Since classes existed in the larger districts, the Department has entered into contracts with the school districts to continue operating these classes and to provide for students from all districts within reasonable transporting distances.

The County Board of Education Budget of $8,791 provides for salaries, travel, and publications for the five board members. The source of funds is an annual grant approved by the County Board of Supervisors.

Reporting directly to the county superintendent of schools are three assistant superintendents: for Business Services, for Special Services, and for Curricular Services. Reporting to the assistant superintendent for curricular services are six directors: of Audio-Visual Services, of Community Educational Resources, of Curriculum Coordination, of Library Services, of Pupil Personnel Service, and of the Supplementary Education Center.

Specific Service Programs:

Audio-Visual Services

Provides a centralized system for previewing, selecting, purchasing, and distributing audio-visual materials under a voluntary contractual arrangement. Present collection includes 12,565 prints of 3,154 motion picture titles; 17,522 copies of 2,029 filmstrip titles; and 11,482 copies of study prints, records, art prints, tape recordings, kits, exhibits, etc. During the 1965-66 school year the center was able to fill 185,457 of the 207,587 requests for materials received from 46 participating districts. Provides a record-keeping system for evaluation purposes and for intelligent purchase of materials. Maintains up-to-date audio-visual equipment for demonstration purposes and for inservice education programs, and provides consulting services regarding proper utilization of audio-visual materials and programs. Produces quality photographic and graphic materials for use in the inservice education programs, publications, public relations, speeches, workshops, and other instructional situations. Engages in research projects aimed at improving accessibility and utilization of audio-visual materials.

Community Educational Resources

Converts current information into a form suitable for classroom use and provides a system for its dissemination and implementation. To date approximately 300 items, including sound filmstrips, wall charts, study prints, teacher's guides, etc., have been developed, packaged into subject area units, and distributed to schools. Much of this work has been in the fields of space science and oceanography, but it has also included materials in the fields of zoology, botany, solid

state physics, and nuclear energy. Also marshalls and utilizes community resources for the improvement of education. The CER Advisory Committee brings together 28 of the leading scholars, scientists, and administrators of the community from industry education, and the military organizations.

Curriculum Coordination

Provides direct supervisory services in the field of instructional improvement for elementary districts under 900 ADA, secondary districts under 300 ADA, and unified districts under 1,500 ADA. This includes specific help to individual teachers on such things as discipline, methodology, and curriculum content. Provides coordination services in the field of curriculum development for all districts including inservice education programs (workshops, speeches, demonstrations, conferences, etc.), prescription of appropriate courses of study, and development of instructional materials. Initiates and conducts research projects such as the Reading Research Project and assists in the coordination of the programs for the newly developed instructional television station.

Library Services

Provides a centralized system for previewing, selecting, purchasing, and distributing library materials under a voluntary contractual arrangement with local districts. The present collection includes 409,156 books. Also maintains a library of current professional materials for use by teachers and administrators (12,436 books and periodicals which had a circulation of 19,044 during 1965-66), provides consultation services in proper library procedures, and engages in research and pilot projects aimed at improvement of accessibility and utilization of appropriate library materials.

Pupil Personnel Services

Provides direct supervision in elementary districts under 900 ADA, secondary districts under 300 ADA, and unified districts under 1,500 ADA. This involves counseling, guidance, and psychological services and includes working with individual students and teachers. An attempt is made, however, to work with groups wherever possible. Conducts a testing program and summarizes and reports results to the governing boards of these districts. Follow-up presentations and discussions are made as requested. Also attempts to ensure that handicapped children are provided with the best possible educational opportunity.

Supplementary Education Center

An ESEA Title III planning grant was approved as submitted by the San Diego County Board of Education for the establishment of a Supplementary Education Center. A needs study has been initiated and three applications for operations grants submitted through the Center. These applications were for the Instructional Television Authority (already approved), English as a Second Language Program,and "Impetus to the Creative Arts."

Special Programs and Classes

Fifteen classes for the educable mentally retarded are administered by the agency. Support is also extended to classes serving the trainable mentally retarded children of the county. In addition, the agency operates four separate educational programs for juveniles in four county detention institutions. Programs are operated for both boys and girls and for those involved in both long-term and short-term custody.

Business Services

Has responsibility for approving all school district budgets. Provides financial counseling on all phases of business services including budgeting and accounting procedures, personnel management, transportation, cafeteria, custodial techniques, etc. School building planning services include assisting in the development of educational specifications, consulting with districts and architects, meeting with State Department representatives, and granting the required approvals.

Data Processing Services

Currently handles payrolls (including records and processing of all tax, retirement, and other deductions) for all school districts in the county except San Diego Unified. Also processes shipping orders and reports for the audio-visual services. A pilot project now in progress is providing experience in grade reporting, test scoring, attendance accounting, and student scheduling. These applications will be implemented following the preparation of detail manuals for use by school personnel and of a program of orientation for principals, teachers, and other school personnel; they are expected to become operative in 1967-68. Under study are audio-visual booking services, cataloging, inventory, ordering, film maintenance, etc. Other future applications contemplated include library processing and records and the record aspects of credentialing and placement.

Mobile Shop Program

The mobile shop program employs two teachers and uses two mobile shop trucks. Brings an enriched program of industrial arts and handicrafts to children in special training classes (EMR) as well as to children in rural schools.

Advisory Personnel Placement Service

Serves teachers in search of employment and school districts in search of teachers. Provides information on employment in the county, screens candidates, provides orientation for employment in California schools, and maintains a file of applications. Advises personnel officials in local districts, provides confidential records of candidates, and assists in recruitment procedures. Also serves county teachers desiring to relocate in different school districts.

Credentials Service

Advises teachers and administrators on the preparation they need in order to qualify for any of the 66 credentials now existing in California. Registers about 8,500 credentials annually and has more than 20,000 permanent records in the active credential file.

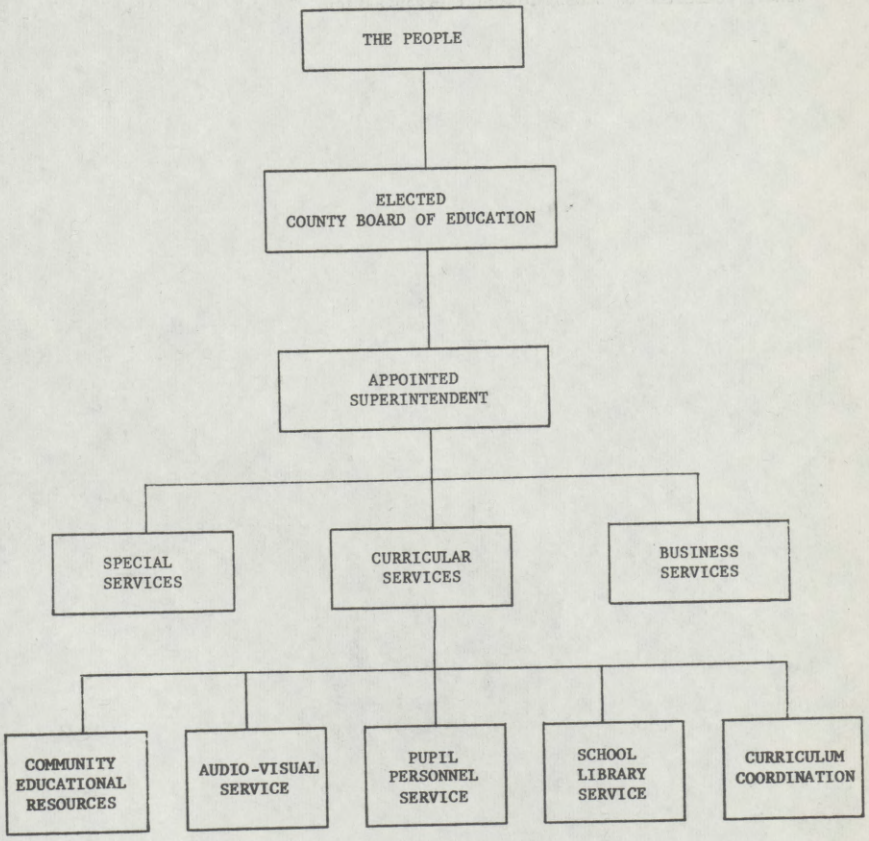
Public Information Services

Regular channels of communication are maintained to all certified employees and school board members in the schools of the county through the Education Newsletter. A regular program of public information is maintained to all mass media in the county through the Newsletter and news releases. Works with news media people on special projects such as feature articles and television and radio coverage of special events.

Administrative Services

Assists districts in attendance accounting procedures and processes reports to the State Department of Education, including textbook requisitions. Also responsible for the editing of the Directory of School Districts and Department of Education and develops data for and prepares the official reports to the County Committee on School District Organization.

San Diego County Department of Education, California



Prototype No. 11

Intermediate District No. IX
King County, Washington

Prototype No. 11: Intermediate District No. IX
309 King County Court House
Seattle, Washington 98104

One of the new type intermediate district agencies in the state of Washington. The present service program was developed under a county intermediate unit structure now reorganized. The effective date of reorganization was January 1967. The service program previously operating is continuing and can be expected to expand.

Regional Area:

Consists of all of King County except a small portion of one school district as well as the Bainbridge Island School District which is part of another county. The service area includes 22 local school districts having a combined enrollment of 243,806 public school pupils.

Organization and Operation:

Has a five-member board of education elected on a nonpartisan basis. Has a superintendent elected at the general election on a nonpartisan basis for a four-year term. Board is authorized to employ staff as needed and to set salaries for both staff and superintendent. Board is eligible for and receives state financial assistance, support from county government, and payment for certain services from local districts; does not have tax levying authority. Operates subcenters for film distribution and materials production.

General Description:

The 1965 state Legislature provided for the reorganization of county school superintendents' offices into intermediate districts. A statewide network of 15 intermediate districts have been proposed to replace the 39 county superintendents' offices. Local school districts directors in each county are required to vote on the formation of intermediate districts in their respective areas. Intermediate District No. 9 was created by vote of the local school district directors in March 1966. The official effective date for the intermediate district is January 1967.

The new agency will function with the same legal powers and duties now held by the county superintendent of schools and will have a dual role: to assist local districts in improving the scope and quality of education and to assist the State Department of Education in administering the state system of schools. It is not a substitute for local community school districts, which are a necessary part of educational organization if control is to be kept as close as possible to the people served.

Intermediate District No. 9 is a service center for all school districts, but services are different for each district, depending on the needs of that district regardless of size. The intermediate district staff assists local districts in determining the need for specialized services, in establishing service programs, and in evaluating and improving those services already provided.

Determination of programs needed is made by the School District Superintendents' Association, which meets monthly, with the advice of a Curriculum Committee composed of individuals responsible for programs of instruction in each of the school districts in the area. The Curriculum Committee is concerned (1) with the innovations of experimental studies, (2) with the direction and nature of inservice education activities, (3) with coordination of the development of courses of study and leadership in the preparation of materials to implement them, and (4) with workshops and

conferences of the various disciplines. The chief deputy superintendent of the intermediate district serves as chairman and executive secretary of this Committee. By working through the School District Superintendents' Association and the Curriculum Committee, a working relationship which enables the area to work cooperatively and in concert on all educational matters has been developed.

Specific Service Programs:

Administrative Services

Provides a number of statutory services for local school districts and district personnel. Relates school programs and school needs to nonschool agencies including regional planning and development. Provides consultant services in areas of business management and procedures and with respect to federal programs. The staff also works with local districts and the school district reorganization committee toward development of district organization patterns consistent with changing conditions.

Curricular Services

Provides a staff of curriculum specialists who serve as consultants for curriculum development programs and assist in the inservice education programs carried on by local school districts. The present staff includes consultants in vocational education, special education, language arts, mathematics, science, instructional materials, and library services. The staff assists local districts in determining the need for specialized services, in establishing service programs, and in evaluating and improving the services provided.

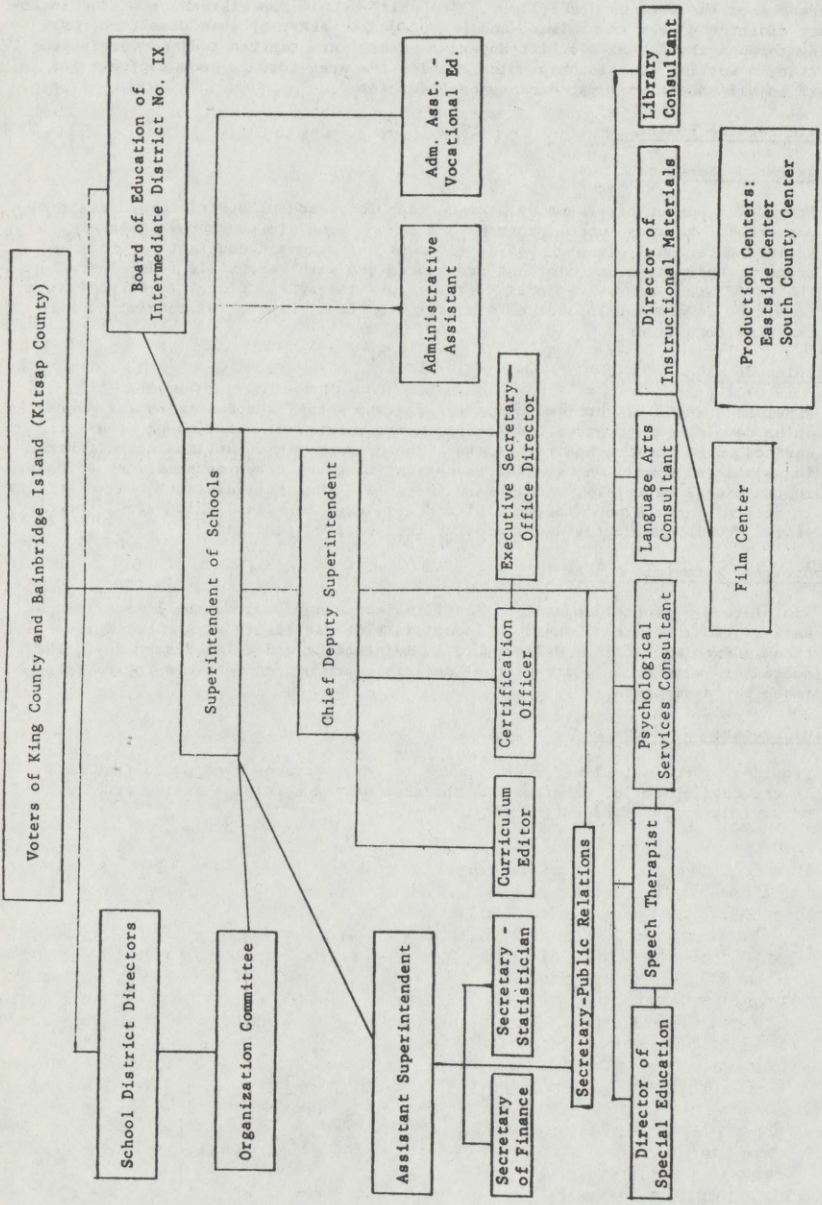
Instructional Materials Center

Administers a central depository for films and other instructional materials as well as two subcenters housed in local district facilities at strategic locations. Handles booking, delivery, film maintenance, and related services. The subcenters also house instructional materials production services including technical assistance.

Special Educational Services

Provides psychological services, speech therapy services, and consultant help in the development of programs for children having special learning problems or various types of exceptionality.

King County Intermediate District No. IX, Seattle, Washington



SUPPLEMENTAL STATEMENT OF EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, WASHINGTON, D.C.

This statement has been prepared on behalf of the Council of Chief State School Officers at the suggestion of Chairman Wayne Morse of the Senate Subcommittee on Education during the July 26 hearing. It combines responses to his requests to provide answers to statements made by Secretary John W. Gardner and Commissioner Harold Howe before the Subcommittee on July 24–25 in the context of the so-called Miller Report, and to evaluate the portions of the Report dealing with federal-state differences about administration of Title III of the Elementary and Secondary Education Act of 1965.

THE MILLER REPORT

This Report is entitled *A Committee Print of Notes and Working Papers Concerning the Administration of Programs Authorized Under Title III of the Elementary and Secondary Education Act of 1965.* It was prepared for the Senate Subcommittee on Education under a project financed by the U.S. Office of Education. The Report deals with the beginnings of operations during the first year of Title III, "to analyze and appraise the proposals approved the first year; to look for 'gaps' between where selected areas seem to be going and where the approved projects are pointed; to study overall directions and developments of PACE; to view title III in the broader context of trends in American education; and to study interrelationships of PACE to the various ESEA titles and other programs.[1] The Report seems to reflect the educational strategy of the U.S. Office of Education and the Secretary of the Department of Health, Education, and Welfare, although not officially.

Section A covers the first six chapters of the Report. These 96 pages are an "overview" written by the director of this U.S. Office of Education project, Dr. Richard I. Miller of the University of Kentucky, who is personally responsible for its 25 recommendations. Section B contains 20 chapters dealing with special topics written by 20 carefully selected special consultants, with each consultant responsible for the content of his own chapter.

The Report is clearly and vigorously anti-state in its general tenor. Miller's recommendation 22, "Responsibility for direction and administration of Title III should remain in the OE", reflects this attitude and his principal concern in Section A. This also is the point most admantly insisted upon in the testimony of Secretary Gardner and Commissioner Howe.

Dr. Norman D. Kurland, Director of the Center on Innovation in Education of the New York State Education Department, was the only consultant from a state department of education, and wrote the special chapter on "Roles of the State." His first recommendation for the states is, "Develop a State plan for the overall development and administration of Title III,"[2] but he refers to *recommendations* by the state and to *determinations* by the U.S. Office of Education, and not to a state plan in any legal sense. He asks why Title III should not be handled like ESEA Title I and Title II, where the states are authorized to make major decisions. His answer is that:

> 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. There are States in which large cities and minority groups would probably be treated unfairly were title III left solely in the hands of the States. Federal involvement thus acts as a counterweight to restrictive tendencies in some States. Only time will tell whether Federal influence can help raise the quality of education in those States. . . . Title III provides USOE with the opportunity to attend to the national needs in education. As long as this is tempered by State involvement in title III and by the preponderance of educational programing that is not dependent upon Federal funding, the specter of Federal domination of education need not be raised.[3]

This quotation states the theme both of the Report and of the Title III testimony of Secretary Gardner and Commissioner Howe in its strongest form. It exaggerates in failing to mention the power the Commissioner would have to disapprove Title III State plans under HR 7819, and in stating that such State

[1] Directors Introduction, p. XIII.
[2] Report, p. 171.
[3] Report, pp. 166–167.

plans would leave Title III *"solely* in the hands of the State." It is clearly a personal opinion because it is not in agreement with the position of the Board of Regents and the Commissioner of the State of New York, who favor a State plan for Title III with State authority to approve local projects. Their policy goes further toward the federal desires than most of the State agencies are willing to go by suggesting a temporary 15% "set aside" of federal funds for Office of Education approved projects ". . . to phase out present programs administered by that office." [4]

Unfortunately, with the State of New York able to implement a state plan on an extra-legal and advisory basis because of its size and influence, Kurland recommends that the federal government should set overall policies, provide the guidelines for local projects, and retain authority for their final approval in all states. This keeps the legal power entirely in federal hands. New York has found a way to live with this condition for the time being, but it remains a threat. Most states are less fortunately situated and in a practical sense are more completely subject to Office of Education decisions. This condition violates sound policy in federal-state relationships in education because such discretionary federal power exercised or threatened on a direct federal-local basis is enough to insure federal interference and supervision of substantial aspects of education in local schools.

Federal purposes and plans for Title III call for the tough federal control strategy now evident. It is expressed in the Report as follows:

> Strategy is defined as a plan for achieving the priorities established for the program. *Every federally supported educational program should develop a national strategy.* The tax dollar is spent more wisely when resources are marshaled toward priorities that have gatekeeper status. Every federally sponsored program should force itself into the hard position of developing such a strategy. Title III has taken a leadership role in this development.[5] (Underlining in original shown by italic.)

The federal effort under Title III is to keep all authority in the U.S. Office of Education and to accept only services from the states regarded as helpful and not a threat to federal legal control over the federal-local relationship. Commissioner Howe believes Title III *"is not* an attempt to undercut the general responsibility of the State educational agency for the State schools", but nevertheless *it is undercut.* We know of no one who makes the claims Commissioner Howe ascribes to opponents—that the present Title III will ". . . set up a system of federally run schools" or ". . . take over the responsibility for American education." [6] Title III under the pattern favored by the Secretary and the Commissioner will merely exercise "gatekeeper" controls over the local operators who run schools, using power to withhold federal funds and to approve alternative projects as vehicles for insuring that federal policies and program definitions must be followed in those schools. This would establish a federally controlled parallel system of local educational units, nominally operated by a local educational agency.

READINESS OF STATES TO ADMINISTER STATE PLANS FOR ESEA TITLE III

Commissioner Howe has asserted that ". . . many State educational agencies are simply not yet prepared to take over the administration of Title III." [7] Secretary Gardner has ". . . a serious question concerning the capacity of many of the states to assume responsibility for Title III at this time." [8] The Commissioner specifically supports these statements on the basis of the following quotation from the Report, but without reference to the last paragraph which gives some of the reasons for the situation:

> A questionnaire survey of personnel directing State title III programs discloses the following information about the position of title III coordinator, based upon returns from 47 states:
>
> (1) Ten States have full-time title coordinators; 37 do not. (See fig. No. 1 on p. 78 for a chronolgy of their appointments.)
>
> (2) Of the 37 States with part-time coordinators, eight give 50 percent of their time to PACE, and nine give 10 percent to it. (See fig. No. 2 following fig. No. 1.)

[4] "Federal Legislation: Principles and Suggestions for Change". Title III, State Administration, mimeo. p. 5. The State Education Department, Albany, N.Y. March, 1967.
[5] Report, p. 75.
[6] Statement of July 25, mimeo, p. 4.
[7] Testimony of July 25, p. 7, mimeo.
[8] Testimony of July 24, mimeo, p. 4.

(3) The large majority of title III coordinators (34) were recruited from within the State department, and particularly from the department of instruction, as compared to 14 from outside the State department. (See fig. No. 3 following fig. No. 2.)

What generalizations can be made about title III State coordinators, considering the recognized diversity and variations in quality? Initially many States did not take PACE seriously because (a) funds were not allocated for its staffing and operation; (b) the program was essentially a Federal program and the States did not know their role in it; and (c) the open-ended nature of the title made for confusion as to where the title was going, if anywhere.[9]

During the months in 1965 covered by the data in the Miller Report, the state educational agencies were completely engaged by the necessity of preparing for state approval of local projects under Title I, formulating state plans for Title II, furnishing assistance to local educational agencies in regard to these titles, compiling extensive baseline data for Title V which amounted to internal surveys of all the state departments of education, and seeking personnel for all these and other urgent functions that had to be performed immediately. First things had to come first, and the Office of Education was not ready for Title III programs. The states had no statutory role in Title III that required personnel, and Title III was emphasized in the U.S. Office of Educational regional meetings as a matter not for immediate attention. In fact, the states were urged by the Office of Education to leave Title III for future action. There was also testimony from the panel representing the Council of Chief State School Officers on July 26, 1967 that the Title V Advisory Committee was told by Office of Education personnel that the state agencies should not use Title V funds for Title III purposes, but should use these funds for Title I, Title II and other purposes instead.

After a time, a few states began working on Title III on their own initiative, and for these the U.S. Office of Education approved Title V funds for Title III planning. Office of Education personnel also volunteered suggestions to a few other politically and educationally strategic states to develop such extra-legal state plans using Title V funds. It is important to know whether these state plans succeeded. According to the Office of Education, they excelled in every way, so the Office of Education has approved all or almost all of their recommendations.

The Council's testimony on July 26 included an official memorandum, dated November 9, 1966 and approved by Commissioner Howe, praising state leadership in Title III as follows:

> 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 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.[10]

There are many state departments of education that are stronger and more competent to administer a Title III state plan than some of those thus favored by the Office of Education. The policy of the Office of Education is to retain tight federal control in all states ,to "phase in" a few states from time to time on an extra-legal basis as they are brought into the federal fold, but finally to preserve federal control in all essential matters in all the states. It has insisted on this federal legal dominance, and has in some instances exercised it in overruling the state departments of education on Title III projects, even in the few states having extra-legal state plans.

Project Director Miller has not mentioned this obvious pattern of gradual and selective federal recruitment of states willing to develop State plans without State legal authority for project approval. He has expressed an opinion, however, that is anti-state and pro-federal in approach, as follows:

> . . . A few States (California and New York, in particular) would do an admirable job if PACE was turned over to them, but the vast majority would fumble the ball in terms of professional leadership, political forces, and departmental pressures to swing title III aid toward title I type of aid or general aid. It may be that OE would want to turn over title III to two

[9] Report, p. 77.
[10] The entire Memorandum has been filed for the record of the Senate hearings.

or three States on a pilot study basis, with the idea that the experiment would be carefully evaluated in 2 years to see whether it should be expanded, modified, or dropped.[11]

In our testimony of July 26 we dealt at length with the only statutory requirement of Title III in regard to State departments of education. This requires the local project applicant to send to the State agency, for review and recommendation, a copy of the project application it submits directly to Washington. The Office of Education has ignored or reversed hundreds of State recommendations, and any local project the Office of Education has for any reason at all considered highly desirable has been approved. The State agencies often have found this function an exercise in futility and embarrassing because of the exercise of federal authority at the local level contrary to State policies in education.

The Report makes it clear that Title III was intended by the unnamed and unpublicized Presidential Task Force that developed the Elementary and Secondary Education Act of 1965 to be a 100% federal program. Every effort has been and is being made to keep all final authority in federal hands. What Commissioner Howe testified Title III *is not* is in fact what it *is* and what it always has been, except for a few concessions that were forced upon its supporters as the legislation was enacted in 1965.

The Miller Report relates in some detail the background of the struggle to separate a federally controlled Title III from State education agencies. It makes clear how grudgingly any provisions for less than full federal control were incorporated in the final version. The Report's account of the "realpolitik" of ESEA and Title III clearly implies that any slight withdrawal from a completely federal Title III system was a serious mistake, justified only when necessary to save the legislation.[12]

COORDINATION WITH ESTABLISHED AND EMERGING INTERMEDIATE SERVICE UNITS

The Council's view is that Title III supplementary service centers, including their innovation aspects, should be coordinated with established and emerging State systems of intermediate supplementary centers. These were illustrated in the extensive explanations of such units in 11 states filed with the testimony of the Council's panel before the Senate Subcommittee on Education on July 26.

A separate federally financed and controlled system of Title III centers would be educationally and economically unjustified. As the eleven examples clearly indicate, there would be excessive overlapping and duplication between separate systems of State-local and Federal-local units. Their total contributions would be smaller in scope and less effective operating singly than they would be if operation were conducted from a coordinated center performing all the functions of both.

With the prohibition of commingling of federal and state funds and the continuation of original statutory purposes of Title III as found in HR 7819, the Title III programs can operate to benefit private school teachers and pupils and to carry out the other provisions and purposes of the law from coordinated centers as thoroughly and well as though they were operated in a separate federally controlled system.

FOLLOWING THE INTENTIONS OF CONGRESS

Commissioner Howe says that . . . "the way to bring about State administration of Title III is by phasing into it as States are ready—not by turning it over to States which would like the funds but are not ready to use them as Congress intends." [13] The "phasing" part of this is a method of moving from federal control in a few states with extra-legal acquiescence by the states to similar federal control in all the states. The question about the states following the intentions of Congress, however, raises the same question about the U.S. Office of Education. It is probable that the states would follow the intentions of Congress more closely under HR 7819 than they are being followed at the present time by the Office of Education.

The Title III statute provides for "supplementary educational centers and services." At the time the Report was written, the *Office of Education Manual* on Title III had administratively reversed the order in the law and changed it

[11] Report, p. 80.

[12] Report, pp. 15–24, which has some factual errors and omissions. Compare the Title III portion of a report to the Council of Chief State School Officers made on November 11, 1965, which has been made part of the record of the current hearings. (At end of this statement.)

[13] Testimony of July 25, mimeo, p. 13.

to "innovative and exemplary programs and educational service centers," dropping the idea of *supplementary* services. The Miller Report suggests changes further removed from the law by editorially renaming the "Educational Service Centers" of the *Manual* as "Centers for Educational Improvement." Dr. Miller also recommends authorization of federal Title III grants under $10,000 to be made directly to individual classroom teachers, confined to "innovative and creative projects" and to be applied for on a special and simplified form.[14] This would take federal supervision into the local classroom, and it may not be coincidental that new staff in USOE regional offices have recently been given authority to approve projects not exceeding $10,000. The present haste to send hundreds of federal officials to regional Office of Education agencies seems to be a part of a federal educational network in the states.

These plans would continue federal legal power to reject local or state definitions of Title III project priorities, and would exclude supplementary services unless they were federally defined as primarily innovative and exemplary. They would eliminate in practice the statutory emphasis on supplementary services and provide federal bases for expansion into additional fields of local education.

CHARGES OF BIAS AGAINST STATE EDUCATIONAL AGENCIES

In his Senate testimony, Commissioner Howe stated that, "under a State plan system at the present time, I believe there would be a tendency in many States to favor the needs of rural districts over those of the large metropolitan areas."[15] He cites "in support of this assertion," examples from ESEA Titles I and II.

Commissioner Howe states that allocations to Los Angeles are 19.4% of Title I funds for the entire State of California, allocations to Chicago are 51.1% total Title I funds allocated in the State of Illinois, and that allocations to New York City are 59.3% of Title I funds for the entire State of New York. The Commissioner compares these distributions with those under Title II State plans, which sent 10%, 34.3%, and 24.1% of Title II funds to Los Angeles, Chicago and New York City respectively.

This is an unfair charge made without sufficient evidence, even for the three selected cities. State administration of both Title I and Title II is according to the provisions of the law, and variations are inevitable under the widely differing formulas and purposes of Title I and Title II. The State departments of education exercise the legal authority to approve local projects under both these titles, and have joined most local, state and national lay and professional educational associations in requesting similar State approval authority under Title III.[16] The smaller percentages of federal funds distributed to these three cities about which the Commissioner complains were made under Title II state plans approved by him.

Checking out the Commissioner's contention in regard to Chicago and the State Department of Public Instruction in Illinois, the facts about Title II are found to be as follows. The formula in the law authorizes funds for each state according to its relative number of elementary and secondary pupils enrolled in the public and private schools of the state. The state plan then provides for distribution of these funds under a formula that applies to every local educational agency in the state. Allocations of federal funds under the state plan among the local educational agencies of Illinois range from $1.40 to $1.90 per pupil, with Chicago receiving $1.80. Only four local agencies receive more per pupil than Chicago. There is, of course, further distribution according to relative need among the attendance units within the several local school agencies.

The Illinois State Department explains that the federal formula for Title I is based on the number of disadvantaged pupils in families having low income, while the state plan formula for Title II is based primarily on relative pupil need for school library resources, textbooks, and other instructional materials among and within the local educational agencies. Both Title I and Title II are administered impartially according to the requirements of the law and regulations. The differing percentages derive from different conditions and formulas, not from discrimination. The Commissioner's percentages contrasting receipts under various programs mean nothing when taken out of the context of their

[14] Report, Section on "Supplementary Centers Versus Individual Projects", p. 82 et seq.
[15] Testimony of July 25, mimeo, p. 9.
[16] Including the American Association of School Administrators, Council of Chief State School Officers, National Association of State Boards of Education, National Congress of Parents and Teachers, National Education Association, National School Boards Association, in their joint request to the White House and the Office of Education on January 18, 1967.

different statutory purposes, formulas, and varying conditions among and within the many local educational agencies where the programs are in operation.

We cannot agree that the state educational agencies would discriminate against large metropolitan areas under Title III. Policies of the Council and of individual state departments strongly favor increased state and federal funds to large metropolitan areas. We feel certain that the U.S. Commissioner would not approve a discriminatory state plan. We believe that any such discriminiation against cities would be educationally and politically unlikely if not impossible under HR 7819.

IMPLEMENTATION OF FEDERAL STRATEGY IN EDUCATION

It is clear that the U.S. Office of Education must cultivate the administrators and boards of local educational agencies, and especially the leaders of the great city school systems, in their plans to establish and maintain a federal-local system of grants to local educational agencies under Title III. Federal educational contacts in local school districts through regional and sub-regional federal offices are increasing rapidly. Groups of state and local categorical aid administrators become guests in Washington and elsewhere. Federally generated personal recognition tends to make local and state educators disciples for the spread of federal influence and supervision. Previous federal grants, per diems and publicity about innovators do little to inhibit favorable responses to federal questionnaires asking local project directors whether their work is successful and whether they would like to continue to receive federal funds for the projects they administer.

Office of Education appointments under its "independent educator" classifications tend to recruit known supporters of Office of Education views and aspirations. Few dissenters on major issues of policy or Office of Education practices ever become parties to the evaluating and decision-making processes it administers.

Chairman Wayne Morse asked specifically that we comment on Commissioner Howe's testimony before the Senate Subcommittee on July 25 concerning the replies of 723 local Title III project directors to a questionnaire from the Miller project. The Commissioner's statement on that occasion was as follows:

> It is also important to reiterate Secretary Gardner's remarks that 723 project directors answering the Miller questionnaire indicated satisfaction with the administrative guidance of Title III. Furthermore, present administrative procedures appear to be working very well. There is over 95 percent agreement between State educational agencies and the Office of Education on final proposal acceptance.[17]

The remarks of Secretary Gardner to which reference was made included the following:

> One recent survey indicates that of 723 local Title III project directors, 90% explicitly favor the program as it now operates. Evidently, then, opposition to Title III, as it is presently operated, does not stem from those who know it best at the grass roots.[18]

The information in the Report does not on its face support the Secretary's statement. The questionnaire itself and the 723 returns would have to be analyzed to determine this.[19] One would suppose that more than 90 percent of the successful applicants would be satisfied, but that very few of the unsuccessful applicants would feel likewise.

The claim of Commisisoner Howe that; "there is over 95 percent agreement between State educational officials and the Office of Education on final proposal acceptance" takes us back to federal strategy on approval of local projects. This claim is of doubtful validity, as we shall see, but federal reversal of 5% of the key state recommendations is probably enough to indicate federal control over Title III in all states as desired.

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[17] Comment at the hearing on July 25.
[18] Testimony of July 24, mimeo, p. 3.
[19] We recommend reading the material about the questionnaire on pages 53–71 of the Report, in order to form a personal opinion on this point.

The following is an explanatory memorandum on USOE reports of agreement:

MEMORANDUM TO EDGAR FULLER, EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, FROM LEE E. WICKLINE, CHIEF, INNOVATIVE CENTERS BRANCH, RE REPORT OF AGREEMENT OF STATE EDUCATION AGENCIES WITH USOE ON APPROVAL OF TITLE III ESEA PROJECTS

This report has been prepared for your information.

Of the 4,429 applications for grants under provisions of Title III, P. L. 89–10, 1,910 had been approved as of June 15, 1967. Twenty-seven of these recommended for approval by USOE were not recommended for approval by State Departments of Education. However, after discussing these projects with State Coordinators, agreement was reached on 18 leaving only 9 projects approved by OE without concurrence of the State Departments.

In the same period, State Departments of Education had initially recommended for approval 849 projects which were disapproved by USOE. Within this group, State Departments concurred with USOE on 840 of these projects after consultation with State Coordinators, leaving 9 upon which States were not in agreement with a decision to disapprove the applications.

It should be noted that some State Departments recommend all project applications for approvel when applications are submitted.

The 849 projects rejected by the State educational agencies were reduced to 840 by Office of Education negotiations that were in fact meaningless. The euphemism used by the Office of Education in its reports to explain the concurrence of Title III State coordinators on "final proposed acceptance", as used by the Commissioner, is "through further clarifications, agreement was reached". The fact is that the State coordinators were in no position to prevail and actually had no choice but to agree. It is clear that the Office of Education exercises authority to stipulate that projects rejected by a State must nevertheless be included in its state regional plan even though it is one favored with informal arrangements. The Office of Education reports are misleading and indicate much more Federal-State agreement on the Office of Education approval of plans than really exists. Some states see no need to use staff time and make such hard choices among local school districts at all, when they know the Office of Education alone will make the decisions anyway.

FEDERAL AND STATE EDUCATIONAL PERSONNEL

Commissioned Howe says that not all the states "... have developed the capability for determining which projects shall be funded in a way to guarantee the levels of equality this program should demand." [20] The answer is that most states have not sought to do so, because they have not been asked to make decisions that really decide. If the States had the responsibility they would exercise it, and we believe better than does the Office of Education.

The Comissioner's position is that approvals of local projects can be made more effectively by the U.S. Office of Education than by each State educational agency. The stable of selected "independent experts and scholars" used on Office of Education panels to make recommendations on projects are usually strangers to the environments from which the projects have come. They work in a project selection process administered by the Office of Education staff. Whether expressed or implied, the staff's recommendations count heavily. These busy consultants who are specialists in their own fields cannot be expected to understand and evaluate the projects independently and carefully in terms of need for them in their own environments. An innovation in one place may already be outmoded in another; a local judgment of program priority that has been most successful and is still a priority for expansion after a trial run in a district can be ruled out in favor of sloganized guesses about what can be approved as an innovation. As Superintendent Minear said in his testimony of July 26, occasionally another chief state school officer is on one of these panels judging what a project should be in Oregon, and the Oregon superintendent is on a panel to approve a project in some distant state, but never in his own.

The U.S. Office of Education employs a considerable number of brilliant and wise educators. It also employs many paraprofessionals and novices in education, some of whom are in important positions. Services to state and local educational agencies have been deemphasized greatly and the current emphasis is on administration and control of grants. Employees of state departments of edu-

[20] Testimony of July 25, mimeo, p. 8.

cation are more informed about education in their states, are more often better prepared and experienced in education, and are at least equally competent. They are close enough to the people to be unable to perpetuate their mistakes. They will consider innovations proposed from the federal level on a service basis, whether federally financed or not. They desire to meet federally defined objectives without federal control of the details of local policy and administration.

Even assuming that the Office of Education has all the wisdom the Commissioner claims, it would still be undesirable to have this federal agency make final judgments on Title III local projects. Federal mistakes are too often irreversible, and Federally enforced uniformity attained through slogans and money and discretionary authority is too often a misfit at the local level, however wise the federal personnel may be.

TITLE V, ESEA (GRANTS TO STRENGTHEN STATE DEPARTMENTS OF EDUCATION)

Secretary Gardner devoted part of his statement before the Senate Subcommittee on Education to support of a proposed amendment to ESEA Title V designated as Part B.[21] It was included in both S. 1125 and HR 7819 as originally introduced, but was eliminated in the version of HR 7819 now pending in the Senate.

The chief state school officers have no differences of opinion concerning the needs for educational planning and evaluation. They understand the importance of these, and in their own ways plan and evaluate far more than would imply from Secretary Gardner's testimony. They can and do agree with many of the educational objectives and ideals expressed so well by the Secretary, but they differ on methods of achieving them. The methods prescribed in Part B would impose the most extreme federal controls over state and local educational agencies accepting federal funds that have been proposed by the U.S. Office of Education.

Part B would authorize 15 million dollars of Title V funds to impose statewide and essentially nationwide uniformity in planning and evaluation as spelled out in detail in S. 1125. It would be administered by the U.S. Office of Education, and would enable that agency to narrow state and local freedom in education even further through enforceable regulations. The Office of Education would itself use 25% of the funds for special projects of its own, with authority to make grants to public and nonprofit agencies and to make contracts with public agencies or private institutions and organizations for authorized services.

Part B would add nothing in terms of authorizations to the states to Section 503(a) of the current Title V law. The U.S. Commissioner can approve any State plan for the planning and evaluation of elementary and secondary education under Section 503(a) that can be devised under the proposed new Part B. Even a statewide PPBC system based on a Pentagon prototype used to select war weapons could be installed by any state that judged it to be of value.

We urgently request that the Senate concur with the Title V proposal pending before it in HR 7819. Title V has been extremely helpful to the state educational agencies in meeting their exceptional obligations for the administration of federal-state educational programs. Part B would detract from the major function of Title V, which is to strengthen State departments of education, by diverting funds to other purposes. The imposition of the federal controls of Part B and the new direct operations of the U.S. Office of Education with other public and with private agencies in this field would weaken rather than strengthen State departments of education.

We hope the issues dealt with here will be considered in the broad perspective of the appropriate roles of the federal and state governments in education. There is nationwide concern about these issues, which have been dealt with in considerable detail by panels of chief state school officers in testimony before the Senate Subcommittee on Education.[22]

REPORT OF THE EXECUTIVE SECRETARY, COUNCIL OF CHIEF STATE SCHOOL OFFICERS, ANNUAL BUSINESS MEETING, HONOLULU, HAWAII, NOVEMBER 11, 1965

Following is a complete and unedited portion of the 1965 Annual Report of the Executive Secretary of the Council of Chief State School Officers which dealt with the enactment of the Elementary and Secondary Education Act of 1965.

Time does not permit details of the past year to be recited here, but the week

[21] Statement of July 24, mimeo. p. 7 et seq.

[22] Record of hearings on S. 1125 and H.R. 7819 before the Senate Subcommittee on Education, especially testimony by Council panels on July 26 and August 7, 1967.

of January 29 to February 4, 1965 might be called "The week that was." We had consultations with the U.S. Office of Education during the drafting of what has become the Elementary and Secondary Education Act of 1965. One of these, held in December, 1964, has been called the most important single conference on the proposed bill by the framers of the legislation. Then it was introduced on January 12. Copies of the bill were hard to come by. It was not in the interest of those who were pressing for quick passage of the bill to stir up debate. We sent copies of the bill and sentigrams as quickly as possible. The hearings were scheduled almost before any copy except that in the *Congressional Record* could be obtained, and were conducted rapidly. Our sentigrams asked for your reactions to the bill title by title.

Then came "The week that was." President Holt has described the testimony of January 29 in the House. In the Council's testimony before the House Committee that day, important issues concerning this legislation were introduced in the hearings for the first time. No such issues had been raised when the bill was first introduced on January 12, nor had any other organization raised these real questions before the Congressional committees. The general tone of most witnesses was "We favor the legislation and we want the money. How much do we get and when do we get it? Isn't it wonderful to get federal money for education"! The sentigrams you returned on the bill as originally introduced had a slight majority of replies showing opposition to the legislation. As usual, we gave the Congressional committees the score. It was only after the amendments we sought had been placed in the legislation by the House Subcommittee that a majority of the chief state school officers favored the legislation generally.

On February 2, after arrangements had been made by the House subcommittee staff on the advice of this Council, there was also a two-hour lecture on constitutional law before the House Committee. It was not for or against the bill, but was a statement of what the U.S. Constitution required under current interpretations. Members of the Committee came to realize, for example, that if nonprofit, private educational institutions were eligible to hold title to instructional materials under Title II, the statute would be vulnerable to constitutional tests in the courts.

Another effort was made by the Council's office in an interview at the White House on February 3. We arranged the meeting and then called seven executive officers of seven leading educational organizations who agreed to join us in meeting with Douglass Cater, Assistant to President Johnson, and U.S. Comissioner Keppel. These representatives of the American Association of School Administrators, the National School Boards Association, the National Congress of Parents and Teachers, the American Vocational Association, the National Association of Secondary School Principals, the Association for Supervision and Curriculum Development and the Rural Education Service Division of the National Education Association met in the Council's office for more than an hour before departing for the White House, during which time they agreed upon a "bare bones" list of amendments to proposed in connection with the legislation. The House subcommittee reported an amended bill on February 6 that contained all but one of these proposed amendments, and they are today a part of the Elementary and Secondary Education Act of 1965.

The Council later testified before the Senate committee for two hours. By then, 42 chief state school officers had returned sentigrams giving their reactions to the bill. Of the major amendments finally adopted by the Congress, our requests were granted in four. With these changes, the majority of the Council members clearly favored the legislation, whereas before these amendments were added a majority opposed the legislation. I can reliably report that although the Council may not have been completely responsible for these important changes, the direct and indirect activities of the Council were such that few if any of them would otherwise have been made. Had the amendments not been made, it would probably have been impossible to implement the law at all in many states because of constitutional difficulties that were in the original draft.

The four amendments to the bills that became P.L. 89–10 in which the Council played a leading part were as follows:

1. An addition to Section 205(a)(3) of Title I which provides that in the local application for approval of projects by the state education agency,

> "that the local educational agency has provided satisfactory assurance that the control of funds provided under this title, and title to property derived therefrom, shall be in a public agency for the uses and purposes provided in this title, and that a public agency will administer such funds and property."

This provision prevented contracts or agency agreements with private groups that could have led to their exercise of administrative authority and ownership of property purchased with federal funds. It kept the Title within the confines of what has always been a firm policy of the Council—the public administration of public funds in education.

2. The addition of new Section 205(a) of Title II providing for public control of library resources, textbooks, and other instructional materials and types which may be made available to pupils and teachers who attend both public and private schools, as follows:

> "Title to library resources, textbooks, and other printed and public instructional materials furnished pursuant to this title, and control and administration of their use, shall vest only in a public agency."

This provision prohibits private agencies from exercising administrative authority, or holding ownership of property connected with projects under this title. Without it there could have been administrative authority placed in private groups and title to property purchased with federal funds could have been made available to these groups through contracts or agency agreements with local or state educational agencies. This brought the Title II fully into accord with the policies of the Council.

3. As *introduced*, the identical bills S. 370 and H.R. 2362 provided for the administration of supplementary educational centers as follows under Section 304 (a) of Title III:

> "A grant under this title may be made to a local educational agency or other duly constituted public or nonprofit private agency or organization which has authority to establish, maintain, and coordinate a program of supplementary educational services, but only if there is satisfactory assurance that in the conduct of such program there will be representation of, or participation by, a local educational agency (if not itself the grantee) and one or more of the following: institutions of higher education, the appropriate State educational agency or agencies, and other public or nonprofit private agencies, organizations, or institutions . . ."

As this Section was *amended*, it no longer permitted administration by any private agency at any level of education which might provide "supplementary" educational services to public and private schools, but placed administration of the program in a local public educational agency. It also made the local educational agency administratively responsible for project development and operation. The authority originally given community action groups to conduct these educational programs using federal funds was changed to the requirement that their representatives participate in the planning and benefit from the operation of the programs under this title. The transition was from one or more public *or* private institutions *conducting*, to *persons* of private groups *participating*, leaving the title to property and the administration of the program within the public school system. As originally written, Title III would have authorized a permanent type of community action program with exceptional authority to expend unmatched federal funds in the field of education. As amended, the state school systems of the country are likely to find that Title III supplementary service centers are the growing edges of intermediate service units throughout the country.

4. The changes sought in Title V, authorizing grants to strengthen state departments of education were actively sought by chief state school officers and by the Council's office. It is unnecessary to elaborate on the advantages of an authorization of $25 million for each of the first two fiscal years without matching, contrasted with the authorization of $10 million annually for those years, with immediate matching, as was provided by the bills as introduced.

The work of the Council's office in providing an important and perhaps a decisive influence in the making of these changes can be summarized briefly. The office assumed the initiative in writing testimony that raised the questions of policy during the hearings before the House committee on January 29, 1965 by President Holt and Chief State School Officers Rothwell of Wisconsin, Smith of West Virginia, Purcell of Georgia and your executive secretary. Dr. Leo Pfeffer of New York appeared and gave the general subcommittee of the House an authoritative lecture on the constitutional law involved on February 2. On February 3, a group of eight executive officers of as many leading national organizations, acting upon plans made by the Council's office, met in the office of the Council and decided upon the program similar to the amendments finally made by the House General Subcommittee. After they went to the White House

and conferred with Presidential Assistant Douglass Cater and Commissioner Francis Keppel in regard to their proposed amendments, all of their requests were incorporated in the amended report of the House General Subcommittee dated February 6 with the exception of the one that would have made the state educational agency a necessary party in the administration of each project under Title III.

POSITION OF THE COUNCIL OF CHIEF STATE SCHOOL OFFICERS ON H.R. 7819

Dr. FULLER. The council supports the purposes of the legislation pending before this committee in the form of S. 1125 as amended by H.R. 7819 on May 24, 1967. It favors the use of Federal funds to broaden the operations of State and local school systems in order that they may serve many more younger and older persons in more appropriate ways. It wants to extend and improve the education of the handicapped and the disadvantaged of all ages, and to attack the causes of poverty through universal education. The chief State school officers seeks to develop all the Nation's human resources to the highest possible levels, especially in the city ghettos and in decadent rural areas where the most serious conditions exist. The council certainly has no quarrel with the stated objectives of the Elementary and Secondary Education Act of 1965, but we believe that there are far better ways to achieve them.

Mr. Chairman, the nationwide situation today calls for fundamental decisions on the Federal role in education to be made by the Congress, the courts, and the people. There is widespread disappointment about the impacts of proliferating Federal categorical aids to education. Their thrust too often emphasizes Federal management and control by federally employed personnel promoting their own or other Federal ideas at excessive costs. Too many decisions are left to Federal officials that they are in no position to make, both through statutory prescriptions and through further interpretations of those prescriptions in Federal regulations.

With the educational agencies of almost all the States and several of the outlying areas represented, the council met in Washington on June 22–24 with Office of Education personnel for discussions of Federal-State administration of federally aided educational programs. In a business session on June 24, council members expressed themselves clearly and with remarkable consensus on several of the major statutory and administrative issues involved in the legislation before this committee. I shall report the substance of these expressions of the chief State educational officials. Then I shall offer additional evidence about the positions taken by the council's board of directors, about replies to specific inquiries directed to all members, and about the applicable policies of the council as adopted on the basis of their experience.

Taking positions on these issues does not imply lack of support by the State officials for the many federally financed programs in education, nor any lack of cooperation with Federal officials in joint efforts to make every Federal-State-local educational program operate as effectively as possible, once it has been mandated by law. As the council's president, Owen B. Kiernan, whom you have just heard, has said, we try to disagree without being disagreeable, but we must insist that the chief State school officers and the State educational agencies for which they speak shall not be brushed aside by Federal administrators operat-

ing within State school systems maintained under State laws and principally financed by State and local tax funds.

The inflexible positions taken on this legislation by the Department of Health, Education, and Welfare and those under its command verge on the intolerable for many chief State school officers, and are equally objectionable to many of their professional associates and policymaking boards of education. Their administrative responsibilities and policy judgments are vital for the success of federally connected educational programs as well as for the State and local school systems themselves. We have complete confidence, Mr. Chairman, that you and your colleagues will give careful consideration to their views here.

TITLE I ESEA

Now, summarizing, title I, ESEA, the council favors the so-called Gibbons amendment to title I as approved by the House. This provides that each State will be entitled to 50 percent of its own average per capita current expenditures for elementary and secondary education for each disadvantaged child educated, or 50 percent of the average expenditure of all the States for these purposes, whichever is larger.

Senator DOMINICK. Mr. Chairman, do you want us to interrupt as he goes along, or would you rather wait?

Senator MORSE. I think that would be very helpful. I think that carries out the seminar purpose.

GIBBONS AMENDMENT

Senator DOMINICK. Dr. Fuller, I wonder if you could give me some examples of how this particular proposed amendment differs from the present situation, and how it would differ from the proposal I made last year in which I proposed that we add an incentive for those States which have an average expenditure which is above the national average, in order to give a local incentive to keep up their own tax effort in support of the schools. What does the Gibbons amendment do which changes the situation, and what is its direct effect, for example, on New York, Ohio, California, Mississippi, Louisiana, and so on?

Dr. FULLER. The difference between the House bill as introduced here and the Senate bill before us is that, to illustrate specifically in its effect as between New York and Mississippi, for instance, the average per capita cost in New York is approximately, or slightly more than $800 a year for each pupil, and the current law says that the Federal Government will pay half of the average current cost in a State for each disadvantaged pupil educated.

In New York that means something over $400 a pupil. In Mississippi, at the other extreme, the average cost for the education of each pupil is around $240 or $250, so that it gets $125 or so for educating each disadvantaged pupil.

Senator DOMINICK. Which results in New York, a wealthy State, getting three times as much as the poor State.

Dr. FULLER. Somewhat more than three times in the current year for educating a disadvantaged pupil.

Now, it costs less in Mississippi. New York certainly provides more for all children, both advantaged and disadvantaged, than the Mississippi system does.

Now, what this change does, this title I change by the Gibbons amendment, says that in the case of Mississippi in this illustration that I have given you, instead of taking half of Mississippi's very low cost as the amount it would get from the Federal Government for educating a disadvantaged child, it gets one-half of the national average of all the States in their per capita costs for each child. That means that there was needed an increase in the appropriations in the House of perhaps $200 million, or somewhere near that under the new formula to take care of the additional funds that would go to the very poor States. There is a correlation between the poverty in those States and the financial level of their school systems.

Senator DOMINICK. Now, you may——

Dr. FULLER. That is the change that was made in the House.

Senator DOMINICK. You may remember that when this bill was first being considered, I brought up a change in the formula, to make a more equitable distribution, but the amendment was voted down. I fought for it on the floor and also in committee.

Is there reason to think that there has been a change of viewpoint, enough which would make this type of change feasible at this point?

Dr. FULLER. Well, we are very strongly in support in all the policies of the council, back as far as they have recorded policies, of the thing that the Gibbons amendment does here, since it is a very moderate change, since it does not especially penalize the wealthier States who put up more of their money for their own school systems. Your bill was doing that, I believe. To answer your question specifically, I do believe there has been a change of attitude. There certainly was a change of attitude in the House of Representatives on May 24.

Senator DOMINICK. In other words, this would not necessarily change the amount of money that New York is going to get, it would add on more money so that you have more for the poorer States.

Dr. FULLER. That is correct. There would be the average—if the appropriations follow up, then that would be true. The appropriations were increased in the House above what had been contemplated previously. The increase for fiscal year 1968 was $110,590,000.

Senator DOMINICK. One more question on this same subject, and I am sorry to take up so much time, but I think it is of vast importance.

Senator MORSE. It is very important.

LACK OF EFFORT LOCK-IN

Senator DOMINICK. What happens to the, or what answer do you have to the claim that this would lock into a formula a lack of effort on the part of the State and local institutions in support of their own education?

Dr. FULLER. Well, it would not make that much difference if there is indeed anything to that argument at all that is really substantive. There may be. But the change made here in the title I formula is not great enough to bring anywhere near balance in the amount per pupil that will be paid for educating a disadvantaged child. It increases a program that is already more than a billion dollars in extent. The increase is about $150 or $200 million for about 15 or 20 of the least wealthy States. And as far as undermining incentive is concerned, it seems to me that there is more need in the poor States and there cer-

tainly is fully as much incentive left as far as I can tell. I think our colleague, Jack Nix, from Georgia, here, can give us details on that from the Southern State represented here today, that the effort in those States in terms of the income in those States is somewhat greater than in the other States.

Senator DOMINICK. I know that is correct from the point of view of per capita income and the amount that is put into it because the committee was furnished tables on this.

Thank you, Mr. Chairman.

GIBBONS AMENDMENT

Senator MORSE. That was very helpful. I am going to carry on this discussion for just a moment, because Dr. Fuller in his very first paragraph under title I of the statement indicates what is going to call for a decision on the part of this subcommittee, and I want this record to have the facts stated very clearly.

I also want to say to the other panelists that you are free at any time in this give and take between the committee and Dr. Fuller to make your contributions in answer to any question because we want the points of view of any one of you that is subject to contribute answers to our questions.

Now, let me see if I am right in regard to the issue before us.

The Gibbons amendment leaves one-half the national average per pupil cost as an option of the State; is that correct?

Dr. FULLER. Correct.

Senator MORSE. Now, that provision is in existing law, is that correct? And what happened was that the House committee deleted it and then Congressman Gibbons offered it on the floor of the House and had it restored in the House bill; is that correct?

Dr. FULLER. I do not know whether they deleted it or whether there was simply an amendment which said that when a State has an average per capita cost per pupil that is lower than the national average, that it can then as an option use the national average, so one-half of the national average cost would be the amount it would receive from the Federal Government.

Senator MORSE. Well, maybe my choice of the word "deleted" may not be accurate, but let me put it this way.

When the House bill went to the floor of the House it did not have in it the language of the present bill which is identical, I understand, with the language of the Gibbons amendment. It did not have in it when it went to the floor of the House the principle of the Gibbons amendment which leaves one-half the national average per pupil cost as an option of the States; is that correct?

Dr. FULLER. That is true.

Senator MORSE. And so we have the——

Senator DOMINICK. Mr. Chairman, could I ask there, I thought that one-half the national average was largely in connection with the impacted aid program.

TEXT OF SEC. 103b(2) AND (3) OF P.L. 89-10

Senator MORSE. I am going to call on counsel to answer that.

Counsel calls attention to the fact that the existing statute, section 103(b) subsections (2) and (3) reads as follows:

In any case in which the Commissioner determines that satisfactory data for that purpose are available, the maximum grant which a local educational agency in the state shall be eligible to receive under this title for any fiscal year shall be (except as provided in paragraph (3)) an amount equal to the federal percentage established pursuant to subsection (c) of the average per pupil expenditure in that State or, if greater, in the United States which for purposes of this and the last sentence of this paragraph means the 50 States and the District of Columbia multiplied by the number of children in the school district of such agency who are age 5 to 17 inclusive.

And it goes on.

Later on in the act it says:

The purposes of this subsection—the average per pupil expenditure in the State or in the United States shall be the aggregate current expenditures during the second fiscal year preceding the first fiscal year for which the computation is made of all local educational agencies defined in section 303.

Now, I am informed by counsel, that is not limited to impacted areas. That is the title I formula, and it seems to be general in its application.

One of the issues before us, as I understand it, is we are going to have to make a decision as to whether or not we retain the language of the Gibbons amendment which is, in effect, in the existing law and carry it over into the new bill.

Is that a fair statement?

Dr. FULLER. That is right. Our position is to urge you to do just that, and especially in view of the fact that additional funds have been passed by the House in the current appropriation bill for fiscal 1968.

Senator MORSE. So in regard to this point, Dr. Fuller, we would not be in conflict with the Department of Health, Education, and Welfare if we extended the application of the Gibbons amendment to the bill that we bring out. The Department has not recommended against the Gibbons amendment. The Department opposed what I have used as a descriptive word, its deletion by the House committee but approved its being added on the floor of the House, is that correct?

Dr. FULLER. I have heard of no opposition of the Department.

Senator MORSE. Now, let me dwell a bit longer on, I think, a very, very important point that Senator Dominick raised.

Going back to your language, you state:

This provides that each state will be entitled to 50% of its own average per capital current expenditures for elementary and secondary education for each disadvantaged child educated, or 50% of the average expenditure of all the states for these purposes, whichever is larger.

MAINTENANCE OF EFFORT

Now, in our hearing the other day in the course of another discussion with expert witnesses I raised this problem. What are we going to do about those States X, Y, and Z—they are hypothetical States—States X, Y, and Z who just are not supporting school funds to that degree where educators generally think they ought to support them or those

States—I used this example the other day—these States in which at the present time we find a trend toward the defeat of school bonds and some indication of an attitude of "Let the Federal Government bring in the money." You know one of the policies of this subcommittee, and it has been carried out in the legislation that we have passed, is to put in restrictive clauses that deny the States Federal money when after the passage of legislation they think they can let up in carrying the reasonable State burden of funds.

With that problem in mind, what do you—it is not my charge, but it is a charge we are going to have to deal with—what do you say to the charge that this language, as I pointed out in the quote from your statement, is going to have hypothetical States X, Y, and Z that will fall considerably below the 50 percent national average, and they say, "Well, why should we appropriate more money at the State level when we can get at least in this instance 50 percent of the national average?"

Is this going to be an inducement to States not to go forward and maintain their steady progress in increasing funds for school needs?

Dr. FULLER. I believe that if your X, Y, Z States are all below the national average, only in that case would the question arise at all because the other part of the formula has a Federal reward for increased State-local expenditures, you see.

Senator MORSE. That is Senator Dominick's point. Senator Dominick wants to know what you are going to do by way of providing an incentive to those States above the average. I am concerned about whether or not my hypothetical States X, Y, and Z may be encouraged not to go forward with attaining State support for programs because they are certain to get at least 50 percent of the national average.

Dr. FULLER. Well, I do not believe that it is the Federal funds under title I that governs the level of support of education in a State to any considerable degree. I think that the economic effort or financial effort put forth according to personal income or other personal indices in relation to other States is a much more likely thing to point to.

Now, in the case of Mississippi there is much lower income per capita, and I think anyone would admit, whether the children down there are starving to death or not, as we understand some people to believe they are, they would admit that the burden on Mississippi to meet acceptable standards of education is heavier than on almost any of the other States. And it is heavier because they have fewer resources with which to work, and it is heavier because of the large number, very large number of disadvantaged children in that State.

If the Federal Government really wants to help disadvantaged children substantially, then it seems to me that rather than not go only as far as this very moderate and modest Gibbons amendment goes, that it would go much farther because the need there is tremendous and the amount that they will receive will still be only one-half or two-thirds, or not even one-half as much in some cases for each disadvantaged child as another State would receive which does not have the heavy poverty load that Mississippi has.

Senator MORSE. That was a very helpful answer to my question.

Commissioner Hansford?

COLORADO EXPERIENCE

Mr. HANSFORD. Yes; Mr. Chairman. I am not sure how germane to this particular topic my remarks may be. However, with regard to the philosophy of support, I would like to make a comment which normally is not considered.

Let me relate it to our own State of Colorado. We have certain areas of the State that are deprived in any way you want to consider them. If we devised a formula which is more or less a reward for effort, we are going to reward the rich and penalize the poor.

Now, I am concerned about the level of aspiration of those people. And if they are ignorant or uneducated, and if they have not developed an appreciation of what education can do for them, and then we say because the parents are unwilling to tax themselves to provide educational opportunities for youngsters, then we are perpetuating this cycle of ignorance.

So I sincerely hope that in all formulas we try to provide at least minimum acceptable educational opportunities for all youngsters. And then if you want to get into reward for effort on top of that, I think it is very fine. But I think we need to be concerned about the level of aspiration of people who are uneducated and undereducated and not further that cycle of poverty and ignorance.

Senator DOMINICK. Mr. Chairman, I wonder if I could just ask a couple of questions.

AVERAGE EXPENDITURE VERSUS EFFORT INDEX

I wonder if we are not getting into some problems here, at least semantically, on the question of, one, the average amount of expenditures that are made on the one hand, and, on the other hand, the question of the effort index which is based largely, as I understand it, on the relationship between the per capita income and how much is spent, which is a totally different thing in different States.

For example, if we take only the average expenditure per child, then we are saying that in a high-cost State, that they are getting an added advantage simply because it is a high-cost State. It does not necessarily mean that they are putting the effort in on a per capita index which may be equal to the low-cost State where their per capita income is low.

This is the point I tried to bring up several years ago. And Senator Murphy has given me a question, or his staff has, as to whether this Gibbons amendment would not be fairer if we said that they could only elect on the national average if their effort index is equal to or is above the national average in order to try and get into the picture the incentive for a per capita income effort.

And under those circumstances, if they did not have their effort index, then they would not be able to take the average national expenditure level as the rate at which they are going to be paid.

Senator MORSE. Are the criteria for measuring national effort sufficiently specific so that you can use them as measurements?

Senator DOMINICK. It is as good, as I understand it, only to the extent that we can determine how much is being spent per child compared to the per capita income in the State. And it was on this basis that I offered that additional incentive program last year, Dr. Hans-

ford, over and beyond what we had, to try and give some right to a State who was putting more than the average into their local school system, to give them an incentive to continue doing that.

I just think that this is a terribly complex problem, and you and I know that vested interests are involved in this very thoroughly because States having received a certain level of support are not going to be very willing to give it up, no matter whether we are looking at it from a point of view of a big State or a little State. And I wonder if we should not have the staff prepare some figures for us on charts to determine what the effect of the proposal is as given by Dr. Fuller as compared to what we have in effect now and as compared to what we could do if we adopted the Murphy proposal here.

Senator MORSE. I am going to have such material prepared, Senator Dominick.

But let me rule now that following the hearing this morning I am going to have printed in the record—the Senate committee print on the section-by-section comparison of principal provisions of S. 1125 as introduced and H.R. 7819 as passed by the House of Representatives, together with certain tabular comparisons. Some of this material will meet part of your demand.

For example, on pages 20 and 21, and for that matter on 18 and 19 are two tables that set forth the comparison of what the various States would get under existing formula, and the tables on 18 and 19 set forth the comparison as to what the various States would get under H.R. 7819 under an assumed appropriation of $1.2 billion.

Now, when you get into operative statistics such as those, you also get into a question of votes on the floor of the Senate. That bears out—puts in a little different form what you have just said. After all, you have got vested interest. You cannot expect a Senator whose State has been the beneficiary under an existing formula to sit in the Senate and vote to deny his State what they already have. It happens to be one of the Newtonian laws of politics. But that does not mean that this committee can evade its responsibility of coming out here with a fair formula.

PERSONAL INCOME BY STATE

And then I am going to also put in the record a table on personal income in 1965 related to estimated expenditures for public elementary and secondary education by States 1965–66 found in the Digest of Educational Statistics of 1966 put out by the Office of Education.

(The material referred to above follows:)

90TH CONGRESS
1st Session

COMMITTEE PRINT

Section-by-Section Comparison of Principal Provisions of S. 1125, as Introduced; and H.R. 7819, as Passed the House of Representatives, May 25, 1967 Together With State-by-State Tabular Comparisons of State Allotments Under Title I Formulas of the Respective Measures Given a $1.2 Billion Appropriation Level

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SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE



JUNE 1967

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ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1967

S. 1125, as introduced	H.R. 7819, as passed by House	Comment
	Short Title	
Sec. 1.—Provides that "Elementary and Secondary Education Amendments of 1967" would be the short title.	*Sec. 1.*—Identical	
	Administration	
No provision	*Sec. 2.*—Provides that (1) rules, regulations, guidelines, or other published interpretations or orders issued in connection with, or affecting, the administration of programs authorized by Public Law 89–10, Public Law 874, Public Law 815. Public Law 85–905, and Public Law 88–164 contain citations to statutory or other legal authority upon which each substantive provision is based; and (2) such rules, regulations, etc., be uniformly applied and enforced throughout the 50 States.	Legislative history indicates that the provision is not intended to affect the substance of regulations or guidelines and that legal authority means statute, court decisions, and the Constitution, but not administrative rulings or opinions.
	Compliance with Civil Rights Act	
No provision	*Sec. 3.*—Sec. 182 of Public Law 89–750 (original Fountain amendment) would be amended to (1) make the section applicable to HEW (instead of OE) and (2) prohibit the deferral of action on any application unless there has been an express finding of noncompliance after an opportunity for hearing.	

TITLE I—AMENDMENTS TO THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

PT. A—AMENDMENTS TO TITLE I OF THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

SUBPT. 1—AMENDMENTS TO TITLE II OF PUBLIC LAW 81–874

S. 1125, as introduced	H.R. 7819, as passed by House	Comment
Extending Provisions Relating to Schools for Indian Children		
Sec. 101.—Would amend sec. 203(a)(1)(A) to extend provision for payments to the Department of the Interior for the education of Indian children on reservations serviced by BIA schools to extend authority for 1 year (through fiscal 1968).	*Sec. 101.*—Would extend provision relating to Indian children (sec. 203(a)(1)(A) for 2 years (through fiscal 1969) and would add authority for the education of "other Indian children on reservations."	Apparently the inclusion of "other Indian children on reservations" is designed to make title I projects available to Indian children on reservations which are not serviced by BIA schools.
Raising Dollar Limitation for State Administrative Expenses		
Sec. 102.—Would amend sec. 207(b)(2) to raise the minimum payment to State educational agencies for administrative expenses from $75,000 to $150,000.	*Sec. 102.*—Identical	
Technical Corrections		
Sec. 103.—Would make technical correcting amendments to secs. 203(a), 205(c), and 206(a).	*Sec. 103.*—Identical	
Definition of "Handicapped"		
No provision	*Sec. 104.*—Would amend sec. 203(a)(5) of title II and sec. 303(6)(B) of title III of Public Law 874 (definitions of "handicapped") to delete "seriously" before "emotionally disturbed."	

Use of Recent Caseload Data		
No provision	*Sec. 105.*—Would amend sec. 203(d) to set the date for computing eligibility for grants at the month of January of the fiscal year preceding the year of the grant.	At present the caseload data is ascertained for the month of December.
Joint Training Programs for Educational Aids and Professional Staff		
No provision	*Sec. 106.*—Would amend sec. 205(a) application by adding a new clause (11) which would require that projects involving education aids have well-developed plans for providing coordinated training programs for education aids and the persons such aids assist.	This amendment is designed to insure that teacher aids receive training while in-service in local schools.
Adjustments Where Necessitated by Appropriations		
No provision	*Sec. 107.*—Subsec. (a) would amend sec. 203(c) to conform with amendments made to sec. 208 by subsec. (b), below. Subsec. (b) would amend sec. 208 by (1) adding a proviso at the end of the 1st sentence which would provide that ratable reduction would not take place and that the low-income factor would be $2,000 until appropriations are sufficient to satisfy all authorized grants; (2) amending the purpose phrase of the 3d sentence to make "effective use" rather than "offset" reductions the purpose of reallotment; and (3) providing that (A) States may reallot on the basis of need according to criteria prescribed by the Commissioner and (B) funds may be reallotted as the Commissioner may prescribe.	If the sums appropriated for title I are insufficient to satisfy all grants under title I, the low-income factor would be $2,000. The appropriated funds which are in surplus of the sums needed to satisfy grants at the $2,000 level would revert to the Treasury. The Commissioner would have flexibility in setting criteria for the reallocation of funds in order to meet the needs of schools. Under present law the reallocation must be proportionate to the amount of ratable reduction with the result that reallocations are sometimes in such small amounts as to have no appreciable effect on programs.

S. 1125, as introduced	H.R. 7819, as passed by House	Comment
	Migratory Children of Migratory Agricultural Workers	
No provision	*Sec. 108.*—Would amend sec. 205(c) (relating to special programs for children of migrant workers) to provide that migratory children of migratory agricultural workers would be eligible for participation in the special programs for 5 years after a child ceases to migrate.	Under present law the child must be a *migratory* child of a migratory agricultural worker. This amendment would permit children of such workers to participate in the special programs even though they do not migrate with their parents.
	Redesignating Section Numbers	
Sec. 104.—Would redesignate secs. 201 through 214 of title II of Public Law 874 as secs. 101 through 114.	*Sec. 109.*—Identical	
	Study of Impact of Children Living in Public Housing	
No provision	*Sec. 110.*—The Secretary of HEW would make a study of the burden imposed on schools by the presence of low-rent public housing and submit a report on the study, including recommendations on legislation, to Congress on or before Jan. 10, 1968.	This study is proposed in order to ascertain whether the impact of large numbers of children from low-rent public housing is sufficient to merit a special grant to schools serving such children.
	SUBPT. 2—TEACHER CORPS	
	Transfer of Teacher Corps	
Sec. 111.—Subsec. (a) would transfer the Teacher Corps from the Higher Education Act of 1965 to title I of Public Law 89–10 as pt. B of such title I. Subsec. 5(b)–(f) would make conforming amendments and provisions for the transfer.	No provisions	

	Extending Teacher Corps	
Sec. 112.—Would amend sec. 151 (as so designated by sec. 111, above) to extend the Teacher Corps for 5 years (through fiscal 1971), authorizing $36,000,000 for fiscal 1968 and such sums as may be necessary for the succeeding 4 years plus, for fiscal 1972, such sums as may be necessary to continue the practical and academic training program of any teacher intern who has not completed his program.	No provision	
	Approval of State Agency	
Sec. 113.—Would amend pars. (2) and (3) of sec. 153(a) to require the approval of the appropriate State educational agency for training programs for, and assignment to local educational agencies of Corps members.	No provision	
	Limiting Compensation of Teacher-Interns	
Sec. 114.—Would amend sec. 154(a)(3) to limit the compensation of teacher-interns to $75 per week plus $15 per week for each dependent or the lowest rate paid to teachers in the local educational agency to which the intern is assigned, whichever is less.	No provision	
	Clarifying Authority of Local Educational Agencies To Refuse To Accept Particular Numbers	
Sec. 115.—Would amend the 2d sentence of sec. 156 to clarify what is already implicit in the law, i.e., a local educational agency may refuse to accept a particular Teacher Corps member which has been assigned to the local educational agency.	No provision	

S. 1125, as introduced	H.R. 7819, as passed by House	Comment
	Authorizing the Acceptance of Gifts	
Sec. 116.—Would amend sec. 153(a) by adding a new clause (5) which would authorize the National Teacher Corps to accept the voluntary services of individuals and the donation of money and property.	No provision	
	Assignment of Corps Members to Schools for Indian Children	
Sec. 117.—Would amend the 1st sentence of sec. 153(c)(2) to authorize the assignment of Teacher Corps members to schools operated for Indian children by the Department of Interior.	No provision	
	Assignment of Corps Members to Special Programs for Children of Migrant Workers	
Sec. 118.—Would amend pt. B of Public Law 89–10 by adding a new sec. 158 which would define "local educational agency" to include any State educational agency or other public or private nonprofit agency which provides a program or project designed to meet the special educational needs of migratory children of migratory agricultural workers.	No provision	
	Conforming Amendment	
Sec. 119.—Would amend sec. 153(c)(2) to delete the word "basic."	No provision	This amendment conforms the statute with the repeal of incentive grants authorized by sec. 204 of title II of Public Law 874 which was repealed in 1966 by Public Law 89–750.

Court Orders as Compliance With Civil Rights Act		
No provision	*Sec. 158.*—Would amend sec. 182 of Public Law 89–750 by adding a proviso which provides that a court order or decision of a Federal court with respect to student or faculty assignment policies shall constitute compliance with title VI of the Civil Rights Act and that funds may not be withheld.	The Whitener amendment (p. 9 of H.R. 7819 as passed). The section number is an error. Congressman Whitener stated that this amendment is consistent with the present regulations.
Study of Data Used To Establish Entitlements		
No provision	*Sec. 113.*—The Commissioner and the Secretary of Commerce would prepare and submit to Congress by Jan. 10, 1968, a report setting forth a method of determining the information necessary to establish entitlements under title I of the Elementary and Secondary Education Act. Such report would include recommendations for legislation.	
Pt. B—Amendments to Title II of the Elementary and Secondary Education Act		
Extending Provisions Relating to Schools for Indian Children and Department of Defense Schools		
Sec. 121.—Would amend sec. 202(a)(1) to extend authorization of payments to the Department of Interior for Indian children and Department of Defense for schools for overseas dependents for 1 year (through fiscal 1968).	*Sec. 121.*—Would extend the provisions for 2 years (through fiscal 1969).	

PT. C—AMENDMENTS TO TITLE III OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

S. 1125, as introduced	H.R. 7819, as passed by House	Comment
Extending Provisions Relating to Schools for Indian Children and Department of Defense Schools		
Sec. 131.—Would amend sec. 302(a)(1) to extend authorization of payments to Department of Interior for Indian children and Department of Defense for overseas schools for dependents for 1 year (through fiscal 1968).	No similar amendment	Sec. 131 of H.R. 7819 would make provision for BIA schools and DOD schools for fiscal 1969.
Revision of Title III of the Elementary and Secondary Education Act		
	Sec. 131.—Would amend title III ("as follows" mechanism) to change the program to a State plan program. State educational agencies would submit plans to the Commissioner for approval. Local educational agencies would submit applications to the State agency for approval. No other substantial changes from present law.	

PT. D—AMENDMENTS TO TITLE V OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

SUBPT. 1—AMENDMENTS RELATING TO GRANTS TO STATE EDUCATION AGENCIES

Inclusion of Trust Territory of Pacific Islands		
Sec. 141.—Subsec. (a) would amend the 1st and 3d sentences of sec. 502(a)(1) to include the Trust Territory of the Pacific Islands in the apportionment of funds. Subsec. (b) would amend sec. 701 of title VII to include the Trust Territory in the definition of State for the purposes of title V.	*Sec. 142.*—Identical	

	Duration of Program and Authorization	
No similar provision	*Sec. 141.*—Subsec. (2) would amend sec. 501(a) to delete the specified period for the duration of the program. Subsec. (b) would amend sec. 501(b) to authorize $65,000,000 for fiscal 1968 and $80,000,000 for fiscal 1969.	
	Discontinuation of Special Project Grants	
No provision	*Sec. 142.*[1]—Would repeal sec. 505 (reserves to the Commissioner 15 percent of appropriation for special project grants) and amend sec. 502(a) (apportionment among States) to reflect the repeal of the 15 percent reservation for sec. 505.	
	Revision of Apportionment Formula	
Sec. 142.—Would amend sec. 502(a)(1) to revise the aportionment formula to provide that 40 percent of the appropriated funds would be divided equally among the States and the remainder would be apportioned on the basis of relative number of public school pupils.	*Sec. 143.*—Identical	
	Encouragement of Use of Auxiliary Personnel	
No provision	*Sec. 144.*—Would amend sec. 503 ("Grants From Apportioned Funds") by redesignating pars. (7) through (11) as (8) through (12) and by adding a new par. (7) which would list among the specifically authorized uses of funds programs specially designed to encourage the utilization and acceptance of auxiliary personnel.	

[1] The House bill has two sections numbered 142.

S. 1125, as introduced	H.R. 7819, as passed by House	Comment
	Comprehensive Planning Grants	
Sec. 145.—Would amend title V by adding a new pt. B which would authorize $15 million for fiscal 1968 and such sums as may be necessary for the 4 succeeding years for grants for comprehensive planning and evaluation grants. Of the sums appropriated, 75 percent would be apportioned among the States for State planning and evaluation programs and 25 percent would be reserved by the Commissioner for grants to, or contracts with, public and private agencies, institutions, and organizations for special projects related to comprehensive education planning and evaluation.	*Sec. 145.*—Would amend sec. 503 ("Grants From Apportioned Funds") to add a new par. (12) listing among the specifically authorized uses of funds authority to make grants to local educational agencies in metropolitan areas to enable them to engage in comprehensive planning to meet their particular needs.	
PART E—AMENDMENTS TO TITLE VI OF THE ELEMENTARY AND SECONDARY EDUCATION ACT AND RELATED AMENDMENTS		
	Regional Resource Centers	
Sec. 151.—Would amend title VI by adding a new pt. B which would authorize $7,500,000 for fiscal 1968 and such sums as may be necessary for the 4 succeeding years for grants to, or contracts with, institutions of higher education and State educational agencies for the establishment and operation of regional centers designed to develop and apply the best methods of appraising the educational needs of handicapped children to provide services to assist in meeting such needs.	*Sec. 151.*—Identical except that $7,500,000 is authorized for fiscal 1968 and for fiscal 1969.	
Sec. 152.—Would amend title VI by adding a new pt. C which would authorize $1,000,000 in fiscal 1968 and such sums as may be necessary for the 4 succeeding years for grants to, and contracts with, public and private agencies, organizations and institutions for projects designed to encourage persons to work in the fields of education	*Sec. 152.*—Identical except that $1,000,000 is authorized for fiscal 1968 and for 1969.	

of the handicapped and to disseminate information concerning educational opportunities for the handicapped.		
Transfer of Definition; Technical Amendments		
Sec. 153.— Subsec. (a) transfers sec. 602 (definition of "handicapped") to the end of the title and redesignates such section as sec. 613. Subsec. (b) amends sec. 601 by (1) adding a new heading for subsec. (2) (grants subsection); (2) designating subsec. (a) of such section as sec. 601; (3) designating subsec. (b) (appropriations) as sec. 602; and (4) adding a new heading to such sec. 602. Subsec. (c) amends sec. 701 of title VI to correct omissions in Public Law 89–750; i.e., including title VI in the definition of "State" and making title VII definitions applicable to title VI.	*Sec. 153.*— Same, except that the word "seriously" before "emotionally disturbed" is deleted in such definition.	Identical Do
Short Title		
Sec. 154.—Would amend title VI by adding a new sec. 614 which would make "Education of the Handicapped Act" the short title of title VI.	*Sec. 154.*—Identical	
Indian Children and Department of Defense Schools		
Sec. 155.—Would amend sec. 603(a)(1) to include authority for payments to the Department of Interior and the Department of Defense for the education of handicapped in schools for Indian children and in overseas dependents schools, respectively operated by such Departments.	*Sec. 155.*—Identical	

S. 1125, as introduced	H.R. 7819, as passed by House	Comment
Expansion of Instructional Media Programs To Include All Handicapped Children		
Sec. 156.—Would amend sec. 1 ("Statement of Purpose") of Public Law 85–905 ("Captioned Films for the Deaf"), to include all handicaps. *Sec. 157.*—Would amend sec. 2 of such act by adding a new par. (4) which would define "handicapped." *Sec. 158.*—Would amend sec. 3 of such act by substituting "handicapped" for "deaf". *Sec. 159.*—Would amend sec. 4 of such act by raising the authorization from $5,000,000 to $6,000,000 in fiscal years 1968 and 1969 and from $7,000,000 to $8,000,000 in fiscal 1970 and each succeeding year.	*Sec. 156.*—Identical *Sec. 157.*—Same, except the word "seriously" is not included before "emotionally disturbed." *Sec. 158.*—Identical *Sec. 159.*—Identical	
Amendments to Sec. 302 of Public Law 88–164		
Sec. 160.—Would amend sec. 302 (authorizes grants for research and demonstration projects in the education of the handicapped) of Public Law 88–164 to authorize contracts, as well as grants.	*Sec. 160.*—Same, except that the word "seriously" before "emotionally disturbed" is deleted in the definition of handicapped.	
TITLE II—AMENDMENTS TO VOCATIONAL EDUCATION ACT OF 1963		
Secs. 201–222.—Would amend the Vocational Education Act of 1963 (Public Law 88–210) in several respects.	No provision	

TITLE II (III)—FEDERALLY AFFECTED AREAS

PT. A—AMENDMENTS TO PUBLIC LAW 874 AND PUBLIC LAW 815

Clarifying Definitions of "Federal Property"

Sec. 301.—Would amend secs. 15(1) of Public Law 815 and 303(1) of Public Law 874 (definitions of "Federal property") to make clear that Federal property includes any interest (under an easement, lease, license, permit, or other arrangement), as well as any improvements on such property even though such property is subject to State and local taxation.	*Sec. 201.*—Identical	

Effective Date for Certain 1966 Amendments

No provision	*Sec. 202.*—Would delay the effective date of amendments made by secs. 204 and 229 until after fiscal year 1969 which exclude as Federal property any property on which children reside and for whom a local educational agency cannot or will not provide free public education.	

PT. B—ASSISTANCE FOR SCHOOLS IN DISASTER AREAS

Extension of Programs

Sec. 311.—Subsec. (a) would amend sec. 16(a)(1)(A) of Public Law 815 to extend the program of school construction assistance in major disaster areas for 5 years (through fiscal 1972). Subsec. (b) would amend sec. 7(a)(1)(A) of Public Law 874 to extend for 5 years the program of assistance to schools damaged by major disasters for operating expenses.	*Sec. 211.*—2-year extension 2-year extension	

S. 1125, as introduced	H.R. 7819, as passed by House	Comment
Assistance to Public Schools When Nonpublic Schools Are Destroyed		
Sec. 312.—Would amend sec. 16(a) of Public Law 815 to authorize assistance to public schools for construction when a private school in the area served by the public school has been destroyed and will not be replaced, thereby increasing the need for public school facilities.	*Sec. 212.*—Identical	
Modifying Conditions of Eligibility With Respect to Local Effort and Minimum Damage Required		
Sec. 313.—Would amend sec. 16(a) of Public Law 815 and sec. 7(a)(2) of Public Law 874 to (1) require that the local educational agency is utilizing, or will utilize, all financial assistance available (rather than requiring a reasonable tax effort and the exercise of due diligence in availing itself of other financial assistance) and (2) require that the need for $1,000 or 0.5 percent of the current operating expenditures for the preceding fiscal year, whichever is less.	*Sec. 213.*—Identical	
Determining Level of Education To Be Restored		
Sec. 314.—Would amend sec. 7(a) of Public Law 874 to authorize restoring the level of education to the level at the time of the disaster rather than the level of the last full fiscal year.	*Sec. 214.*—Identical	
Including Technical, Vocational, and Other Special Schools		
Sec. 315.—Would amend sec. 16(a) of Public Law 815 and sec. 7(a) of Public Law 874 to include, as eligible for assistance, any	*Sec. 215.*—Identical	

public agency which operates schools providing vocational, technical, or other special education to children of elementary or secondary school age.		
	Clarifying Authority for Minor Repairs	
Sec. 316.—Would amend sec. 7(b) to make clear that disaster funds under Public Law 874 may be used to make minor repairs in the same way that schools now may use current expenditures for such repairs.	*Sec. 216.*—Identical	
	TITLE III—DURATION OF AND AUTHORIZATION FOR PROGRAMS	
No provisions	*Sec. 301.*— Subsec. (a) would amend sec. 102 of the Elementary and Secondary Education Act to extend title I through fiscal 1969. Subsec. (b) would amend sec. 201 to extend title II through fiscal 1969 with an authorization of $180,000,000. Subsec. (c) would amend sec. 301 to extend title III through fiscal 1969 with an authorization of $500,000,000. Subsec. (d) would amend sec. 601 to extend title VI through fiscal 1969 with an authorization of $150,000,000. Subsec. (e) would amend sec. 706 to extend the dissemination of information program through fiscal 1969 with an authorization of $2,000,000. Subsec. (f) would amend secs. 3 and 15 of Public Law 815 to extend the program through fiscal 1968. Subsec. (g) would amend secs. 2(a), 3(b), and 4(a) of Public Law 874 to extend the program through fiscal 1969.	

ESTIMATED DISTRIBUTION OF $1.2 BILLION PROPOSED APPROPRIATION FOR PUBLIC LAW 89-10 IN FISCAL YEAR 1968—TITLE I

H.R. 7819 AS REPORTED FROM HOUSE COMMITTEE

	Fiscal year 1967 allotments [1]	$2,000 per annum, 50 percent estimated State Current Expenditure per average daily attendance, 1965–66		
		No "floor"; no "base" amount [2]	"Floor" provision [3]	"Base" amount, extra prorated [4]
United States and outlying areas	$1,053,410,000	$1,200,000,000	$1,200,000,000	$1,200,000,000
50 States and District of Columbia	1,027,906,650	1,170,767,380	1,170,767,380	1,170,965,174
Alabama	31,013,087	30,830,973	31,013,087	34,737,654
Alaska	1,883,190	2,299,490	2,409,187	2,235,982
Arizona	8,971,597	10,779,146	10,740,219	10,334,955
Arkansas	20,861,373	18,371,808	20,861,373	23,080,798
California	74,360,293	93,139,214	92,421,814	85,612,071
Colorado	8,566,375	10,988,647	10,946,047	9,959,054
Connecticut	8,567,812	10,520,662	10,486,263	9,903,941
Delaware	2,145,235	2,723,570	2,825,833	2,549,259
Florida	28,452,341	30,978,021	30,739,416	32,194,672
Georgia	35,072,317	34,294,669	35,072,317	39,215,319
Hawaii	2,301,425	2,492,817	2,599,125	2,677,572
Idaho	2,725,898	2,835,279	2,935,585	3,143,417
Illinois	47,180,934	57,144,937	56,704,781	54,084,387
Indiana	15,377,019	18,779,770	18,635,119	17,645,728
Iowa	15,568,711	17,205,023	17,072,502	17,647,181
Kansas	10,092,438	10,865,496	10,825,054	11,455,130
Kentucky	27,607,634	27,019,143	27,607,634	30,871,709
Louisiana	29,300,680	35,630,826	35,356,382	33,605,098
Maine	3,573,204	3,794,130	3,877,630	4,106,558
Maryland	14,667,876	17,910,816	17,772,860	16,836,384
Massachusetts	14,916,771	18,114,729	17,975,201	17,107,448
Michigan	32,407,534	38,264,242	37,969,515	37,030,085
Minnesota	19,651,289	23,820,175	23,636,702	22,528,910
Mississippi	23,562,737	28,666,621	28,445,818	27,025,837
Missouri	23,919,082	28,268,742	28,051,005	27,334,116
Montana	3,291,805	4,156,636	4,233,732	3,868,952
Nebraska	5,522,165	6,779,996	6,811,163	6,416,229
Nevada	985,902	1,258,021	1,385,972	1,212,879
New Hampshire	1,392,513	1,715,109	1,835,048	1,674,708
New Jersey	24,213,383	29,797,042	29,567,531	27,813,045
New Mexico	10,027,182	9,824,373	10,077,903	11,264,746

New York	114, 811, 439	139, 211, 226	138, 138, 961	131, 628, 993
North Carolina	46, 184, 079	46, 651, 632	46, 292, 302	51, 819, 877
North Dakota	4, 146, 397	5, 307, 945	5, 364, 912	4, 862, 629
Ohio	35, 126, 949	38, 023, 010	37, 730, 142	39, 720, 357
Oklahoma	17, 288, 784	16, 907, 901	17, 288, 784	19, 331, 360
Oregon	7, 527, 202	9, 008, 575	9, 000, 681	8, 690, 492
Pennsylvania	48, 634, 003	56, 104, 244	55, 672, 106	55, 411, 734
Rhode Island	3, 655, 835	4, 453, 639	4, 525, 579	4, 268, 861
South Carolina	21, 514, 677	25, 666, 223	25, 468, 532	24, 615, 311
South Dakota	5, 482, 447	6, 642, 901	6, 676, 470	6, 359, 949
Tennessee	29, 786, 366	28, 824, 613	29, 786, 366	33, 268, 553
Texas	68, 886, 571	76, 687, 209	76, 096, 530	78, 150, 848
Utah	3, 042, 185	3, 206, 044	3, 299, 851	3, 504, 494
Vermont	1, 664, 962	2, 001, 991	2, 116, 902	1, 981, 815
Virginia	24, 226, 749	29, 435, 056	29, 208, 334	27, 782, 681
Washington	10, 709, 524	12, 069, 651	12, 008, 104	12, 211, 575
West Virginia	14, 923, 368	15, 066, 190	14, 952, 122	16, 745, 698
Wisconsin	14, 931, 330	18, 254, 959	18, 114, 351	17, 138, 804
Wyoming	1, 466, 944	2, 023, 480	2, 138, 015	1, 786, 393
District of Columbia	5, 717, 037	5, 950, 768	5, 996, 468	6, 510, 926
Outlying areas	25, 503, 350	29, 232, 620	29, 232, 620	29, 034, 826

See footnotes at end of table, p. 21.

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	Fiscal year 1967 allotments [1]	$2,000 per annum, 50 percent estimated State or national average Current Expenditures per average daily attendance, 1965–66 [4]		
		No "floor"; no "base" amount [5]	"Floor" provision [6]	"Base" amount, extra prorated [7]
United States and outlying areas	$1,053,410,000	$1,200,000,000	$1,200,000,000	$1,200,000,000
50 States and District of Columbia	1,027,906,650	1,170,761,356	1,170,761,356	1,170,964,446
Alabama	31,013,087	42,815,720	42,538,942	36,185,484
Alaska	1,883,190	1,976,424	2,094,205	2,196,954
Arizona	8,971,597	9,264,735	9,263,707	10,152,005
Arkansas	20,861,373	26,473,576	26,302,440	24,059,540
California	74,360,293	80,053,693	79,536,194	84,031,260
Colorado	8,566,375	9,444,728	9,440,765	9,772,539
Connecticut	8,567,812	9,042,595	9,045,188	9,725,382
Delaware	2,145,235	2,341,015	2,452,853	2,503,044
Florida	28,452,341	29,411,002	29,220,877	32,005,367
Georgia	35,072,317	42,684,208	42,408,278	40,228,826
Hawaii	2,301,425	2,364,106	2,475,567	2,662,023
Idaho	2,725,898	3,095,133	3,194,678	3,174,809
Illinois	47,180,934	49,116,384	48,798,876	53,114,489
Indiana	15,377,019	16,177,843	16,073,263	17,331,400
Iowa	15,568,711	15,072,777	15,568,711	17,389,593
Kansas	10,092,438	9,338,953	10,142,513	11,270,715
Kentucky	27,607,634	34,366,436	34,144,276	31,759,306
Louisiana	29,300,680	36,375,177	36,140,033	33,695,020
Maine	3,573,204	4,091,899	4,175,186	4,142,529
Maryland	14,667,876	15,394,443	15,294,927	16,532,391
Massachusetts	14,916,771	15,569,637	15,468,989	16,799,986
Michigan	32,407,534	32,888,324	32,675,721	36,380,641
Minnesota	19,651,289	20,473,570	20,341,220	22,124,619
Mississippi	23,562,737	44,853,915	44,563,962	28,981,360
Missouri	23,919,082	25,929,459	25,761,840	27,051,517
Montana	3,291,805	3,572,651	3,664,411	3,798,403
Nebraska	5,522,165	6,773,598	6,813,178	6,415,456
Nevada	985,902	1,081,276	1,213,650	1,191,527
New Hampshire	1,392,513	1,604,886	1,728,724	1,661,393
New Jersey	24,213,383	25,610,825	25,445,266	27,307,325
New Mexico	10,027,182	8,501,581	10,077,903	11,104,945
New York	114,811,439	119,652,860	118,879,375	129,266,224
North Carolina	46,184,079	59,230,774	58,847,882	53,339,513
North Dakota	4,146,397	5,053,710	5,121,328	4,831,916

Ohio	35, 126, 949	34, 776, 451	35, 126, 949	39, 328, 154
Oklahoma	17, 288, 784	18, 185, 792	18, 068, 231	19, 485, 737
Oregon	7, 527, 202	7, 742, 935	7, 766, 714	8, 537, 595
Pennsylvania	48, 634, 003	48, 221, 902	48, 634, 003	54, 459, 499
Rhode Island	3, 655, 835	3, 827, 832	3, 915, 433	4, 193, 260
South Carolina	21, 514, 677	36, 672, 800	36, 435, 733	25, 944, 972
South Dakota	5, 482, 447	6, 180, 525	6, 229, 774	6, 304, 092
Tennessee	29, 786, 366	39, 146, 748	38, 893, 688	34, 515, 529
Texas	68, 886, 571	77, 785, 093	77, 282, 259	78, 283, 478
Utah	3, 042, 185	3, 056, 967	3, 157, 134	3, 486, 485
Vermont	1, 664, 962	1, 761, 709	1, 882, 990	1, 952, 787
Virginia	24, 226, 749	31, 697, 973	31, 493, 064	28, 056, 055
Washington	10, 709, 524	10, 374, 003	10, 753, 489	12, 006, 731
West Virginia	14, 923, 368	19, 088, 652	18, 965, 255	17, 231, 636
Wisconsin	14, 931, 330	15, 690, 237	15, 588, 809	16, 828, 970
Wyoming	1, 466, 944	1, 739, 218	1, 860, 866	1, 752, 052
District of Columbia	5, 717, 037	5, 114, 616	5, 792, 037	6, 409, 913
Outlying areas	25, 503, 350	29, 238, 644	29, 238, 644	29, 035, 554

See footnotes at end of table, p. 21.

FORMULA IN EXISTING LAW

	Fiscal year 1967 allotments [1]	$3,000 p.a., 50% estimated State or national average Current Expenditure per A.D.A., 1965–66		
		No "floor," no "base," amount [8]	"Floor" provision [9]	"Base" amount, extra prorated [10]
United States and outlying areas	$1,053,410,000	$1,200,000,000	$1,200,000,000	$1,200,000,000
50 States and District of Columbia	1,027,906,650	1,170,747,127	1,170,747,127	1,170,962,727
Alabama	31,013,087	43,861,162	41,928,506	36,311,779
Alaska	1,883,190	1,853,810	1,958,190	2,182,141
Arizona	8,971,597	9,101,332	9,032,769	10,132,265
Arkansas	20,861,373	27,428,928	26,220,327	24,174,953
California	74,360,293	67,867,914	74,360,293	82,559,145
Colorado	8,566,375	9,053,434	8,718,824	9,725,268
Connecticut	8,567,812	7,756,082	8,632,982	9,569,963
Delaware	2,145,235	2,136,519	2,220,235	2,478,339
Florida	28,452,341	34,904,718	33,366,711	32,669,041
Georgia	35,072,317	47,840,725	45,732,718	40,851,764
Hawaii	2,301,425	2,424,660	2,444,874	2,669,339
Idaho	2,725,898	3,414,098	3,381,348	3,213,342
Illinois	47,180,934	42,539,882	47,180,934	52,320,008
Indiana	15,377,019	17,838,625	17,052,601	17,532,032
Iowa	15,568,711	16,179,101	15,568,711	17,523,244
Kansas	10,092,438	10,184,515	10,142,513	11,372,864
Kentucky	27,607,634	35,576,481	34,008,874	31,905,487
Louisiana	29,300,680	39,438,453	37,700,676	34,065,082
Maine	3,573,204	4,993,301	4,876,021	4,251,425
Maryland	14,667,876	14,115,431	14,672,650	16,377,879
Massachusetts	14,916,771	14,630,120	14,919,080	16,686,487
Michigan	32,407,534	30,254,329	32,407,534	36,062,439
Minnesota	19,651,289	21,259,454	20,322,699	22,219,559
Mississippi	23,562,737	42,387,731	40,519,999	28,683,430
Missouri	23,919,032	26,702,933	25,526,322	27,144,957
Montana	3,291,805	3,779,001	3,726,720	3,823,331
Nebraska	5,522,165	8,173,794	7,886,269	6,584,608
Nevada	985,902	1,003,191	1,099,493	1,182,094
New Hampshire	1,392,513	1,832,138	1,884,068	1,688,846
New Jersey	24,213,383	22,325,884	24,213,383	26,910,484
New Mexico	10,027,182	8,349,896	10,077,903	11,086,621
New York	114,811,439	106,389,535	114,811,439	127,663,936
North Carolina	46,184,079	62,069,709	59,334,729	53,682,473
North Dakota	4,146,397	5,505,587	5,360,885	4,886,505
Ohio	35,126,949	34,753,222	35,126,949	39,325,347

Oklahoma	17, 288, 784	18, 303, 310	17, 496, 812	19, 499, 934
Oregon	7, 527, 202	7, 502, 528	7, 602, 202	8, 508, 552
Pennsylvania	48, 634, 003	47, 875, 176	48, 634, 003	54, 417, 612
Rhode Island	3, 655, 835	3, 559, 870	3, 730, 835	4, 160, 889
South Carolina	21, 514, 677	37, 419, 053	35, 770, 256	26, 035, 124
South Dakota	5, 482, 447	6, 304, 384	6, 116, 924	6, 319, 054
Tennessee	29, 786, 366	42, 242, 069	40, 380, 755	34, 889, 462
Texas	68, 886, 571	86, 562, 577	82, 748, 368	79, 343, 851
Utah	3, 042, 185	3, 086, 877	3, 117, 185	3, 490, 098
Vermont	1, 664, 962	2, 182, 823	2, 215, 982	2, 003, 660
Virginia	24, 226, 749	34, 663, 104	33, 135, 744	28, 414, 261
Washington	10, 709, 524	10, 069, 155	10, 753, 489	11, 969, 904
West Virginia	14, 923, 368	19, 455, 848	18, 598, 565	17, 275, 996
Wisconsin	14, 931, 330	17, 234, 838	16, 475, 419	17, 015, 567
Wyoming	1, 466, 944	1, 701, 394	1, 760, 322	1, 747, 483
District of Columbia	5, 717, 037	4, 658, 426	5, 792, 037	6, 354, 803
Outlying areas	25, 503, 350	29, 252, 873	29, 252, 873	29, 037, 273

[1] Total for title I grants and administration. $75,000 minimum administration amount.

[2] Estimated authorization ($1,504,341,263, $150,000 minimum administration) ratably reduced to $1,200,000,000.

[3] Estimated authorization ($1,504,341,263) reduced to $1,200,000,000 with no State receiving less for grants than in fiscal year 1967.

[4] Estimated authorization ($1,504,341,263) reduced to $1,200,000,000 with a "base" amount to each State equal to the fiscal year 1967 allotment plus the amount necessary to increase minimum administration amount to $150,000 and balance ($144,967,221) prorated on basis to total authorization.

[5] Estimated authorization ($1,750,240,568, $150,000 minimum administration) ratably reduced to $1,200,000,000.

[6] Estimated authorization ($1,750,240,568) reduced to $1,200,000,000 as in footnote 3.

[7] Estimated authorization ($1,750,240,568) reduced to $1,200,000,000 as in footnote 4. NOTE.—In all cases, authorization for migratory children is estimated at 50 percent estimated national average current expenditure per average daily attendance, 1965–66.

[8] Estimated authorization, $2,442,337,720 with $150,000 minimum administration amount, $3,000 per annum income level, 50 percent estimated State or national average current expenditure per average daily attendance, 1965–66 (except migratory children) ratably reduced to $1,200,000,000.

[9] Estimated authorization ($2,442,337,720) reduced to $1,200,000,000 with no State receiving less for grants than in fiscal year 1967.

[10] Estimated authorization ($2,442,337,720) reduced to $1,200,000,000 with a "base" amount to each State equal to the fiscal year 1967 allotment plus the amount necessary to increase the minimum administration amount to $150,000, and balance ($144,967,221) prorated on basis of total authorization.

COMPARISON OF FORMULAS OF H.R. 7819, AS IT PASSED THE HOUSE, AND EXISTING LAW, TITLE I OF PUBLIC LAW 89–10

[Estimated authorization reduced to $1,200,000,000, with 1967 base amount allotted to each State plus amount necessary to provide each State with $150,000 for administration and balance prorated]

	Fiscal year 1967 allotments [1]	H.R. 7819 [2] ($2,000 family income factor)	Public Law 89–10 formula for fiscal year 1968 if modified	
			$3,000 family income factor [3]	No "base," amount [4]
United States and outlying areas	$1, 053, 410, 000	$1, 200, 000, 000	$1, 200, 000, 000	$1, 200, 000, 000
50 States and District of Columbia	1, 027, 906, 650	1, 170, 964, 446	1, 170, 962, 727	1, 170, 747, 127
Alabama	31, 013, 087	36, 185, 484	36, 311, 779	43, 861, 162
Alaska	1, 883, 190	2, 196, 954	2, 182, 141	1, 853, 810
Arizona	8, 971, 597	10, 152, 005	10, 132, 265	9, 101, 332
Arkansas	20, 861, 373	24, 059, 540	24, 174, 953	27, 428, 928
California	74, 360, 293	84, 031, 260	82, 559, 145	67, 867, 914
Colorado	8, 566, 375	9, 772, 539	9, 725, 268	9, 053, 434
Connecticut	8, 567, 812	9, 725, 382	9, 569, 963	7, 756, 082
Delaware	2, 145, 235	2, 503, 044	2, 478, 339	2, 136, 519
Florida	28, 452, 341	32, 005, 367	32, 669, 041	34, 904, 718
Georgia	35, 072, 317	40, 228, 826	40, 851, 764	47, 840, 725
Hawaii	2, 301, 425	2, 662, 023	2, 669, 339	2, 424, 660
Idaho	2, 725, 898	3, 174, 809	3, 213, 342	3, 414, 098
Illinois	47, 180, 934	53, 114, 489	52, 320, 008	42, 539, 882
Indiana	15, 377, 019	17, 331, 400	17, 532, 032	17, 838, 625
Iowa	15, 568, 711	17, 389, 593	17, 523, 244	16, 179, 101
Kansas	10, 092, 438	11, 270, 715	11, 372, 864	10, 184, 515
Kentucky	27, 607, 634	31, 759, 306	31, 905, 487	35, 576, 481
Louisiana	29, 300, 680	33, 695, 020	34, 065, 082	39, 438, 453
Maine	3, 573, 204	4, 142, 529	4, 251, 425	4, 993, 301
Maryland	14, 667, 876	16, 532, 391	16, 377, 879	14, 115, 431
Massachusetts	14, 916, 771	16, 799, 986	16, 686, 487	14, 630, 120
Michigan	32, 407, 534	36, 380, 641	36, 062, 439	30, 254, 329
Minnesota	19, 651, 289	22, 124, 619	22, 219, 559	21, 259, 454
Mississippi	23, 562, 737	28, 981, 360	28, 683, 430	42, 387, 731
Missouri	23, 919, 082	27, 051, 517	27, 144, 957	26, 702, 933
Montana	3, 291, 805	3, 798, 403	3, 823, 331	3, 779, 001
Nebraska	5, 522, 165	6, 415, 456	6, 584, 608	8, 173, 794
Nevada	985, 902	1, 191, 527	1, 182, 094	1, 003, 191
New Hampshire	1, 392, 513	1, 661, 393	1, 688, 846	1, 832, 138
New Jersey	24, 213, 383	27, 307, 325	26, 910, 484	22, 325, 884
New Mexico	10, 027, 182	11, 104, 945	11, 086, 621	8, 349, 896

New York	114,811,439	129,266,224	127,663,936	106,389,535
North Carolina	46,184,079	53,339,513	53,682,473	62,069,709
North Dakota	4,146,397	4,831,916	4,886,505	5,505,587
Ohio	35,126,949	39,328,154	39,325,347	34,753,222
Oklahoma	17,288,784	19,485,737	19,499,934	18,303,310
Oregon	7,527,202	8,537,595	8,508,552	7,502,528
Pennsylvania	48,634,003	54,459,499	54,417,612	47,875,176
Rhode Island	3,655,835	4,193,260	4,160,889	3,559,870
South Carolina	21,514,677	25,944,972	26,035,124	37,419,053
South Dakota	5,482,447	6,304,092	6,319,054	6,304,384
Tennessee	29,786,366	34,515,529	34,889,462	42,242,069
Texas	68,886,571	78,283,478	79,343,851	86,562,577
Utah	3,042,185	3,486,485	3,490,098	3,086,877
Vermont	1,664,962	1,952,787	2,003,660	2,182,823
Virginia	24,226,749	28,056,055	28,414,261	34,663,104
Washington	10,709,524	12,006,731	11,969,904	10,069,155
West Virginia	14,923,368	17,231,636	17,275,996	19,455,848
Wisconsin	14,931,330	16,828,970	17,015,567	17,234,838
Wyoming	1,466,944	1,752,052	1,747,483	1,701,394
District of Columbia	5,717,037	6,409,913	6,354,803	4,658,426
Outlying areas	25,503,350	29,035,554	29,037,273	29,252,873

[1] Total for title I grants and administration, $75,000 minimum administration amount.

[2] Estimated authorization ($1,750,240,568) reduced to $1,200,000,000 with a "base" amount to each State equal to the fiscal year 1967 allotment plus the amount necessary to increase minimum adminstration amount to $150,000 and balance prorated on basis of total authorization. NOTE.—In all cases, authorization for migratory children is estimated at 50 percent estimated national average CE per average daily attendance, 1965–66.

[3] Estimated authorization ($2,442,337,720) reduced to $1,200,000,000 with a "base" amount to each State equal to the fiscal year 1967 allotment plus the amount necessary to increase the minimum administration amount to $150,000, and balance $144,967,221 (prorated on basis of total authorization.

[4] Estimated authorization, $2,442,337,720 with $150,000 minimum administration amount, $3,000 per annum income level, 50 percent estimated State or national average CE per average daily attendance, 1965–66 (except migratory children) ratably reduced to $1,200,000,000.

TABLE 43.—*Personal income, 1964, related to estimated expenditures for public elementary and secondary education, by region and State, 1964–65*

Region and State	Personal income		Estimated expenditures for public elementary and secondary education	
	Total (millions)	Per capita	Total (thousands) [1]	As a percent of personal income
(1)	(2)	(3)	(4)	(5)
United States	$487,881	$2,550	$23,106,854	4.74
North Atlantic	151,345		6,434,659	4.25
Connecticut	8,989	3,250	348,150	3.87
Delaware	1,682	3,426	71,343	4.24
Maine	2,107	2,130	92,525	4.39
Maryland	9,913	2,888	454,848	4.59
Massachusetts	15,598	2,922	530,000	3.40
New Hampshire	1,532	2,343	67,540	4.41
New Jersey	19,792	2,962	863,600	4.36
New York	56,240	3,139	2,722,000	4.84
Pennsylvania	29,509	2,575	1,076,824	3.65
Rhode Island	2,266	2,479	84,275	3.72
Vermont	877	2,144	42,096	4.80
District of Columbia	2,840	3,515	81,458	2.87
Great Lakes and Plains	140,043		6,538,511	4.67
Illinois	31,495	3,003	1,249,396	3.97
Indiana	12,201	2,529	594,470	4.87
Iowa	6,533	2,370	313,853	4.80
Kansas	5,141	2,311	268,000	5.21
Michigan	22,135	2,733	1,170,000	5.29
Minnesota	8,356	2,373	492,736	5.90
Missouri	11,441	2,595	435,500	3.81
Nebraska	3,407	2,302	156,100	4.58
North Dakota	1,298	2,012	75,450	5.81
Ohio	26,490	2,623	1,201,300	4.53
South Dakota	1,310	1,832	79,506	6.07
Wisconsin	10,236	2,492	502,200	4.91
Southeast	79,630		3,672,558	4.61
Alabama	5,918	1,737	267,533	4.52
Arkansas	3,157	1,633	153,952	4.88
Florida	13,008	2,280	635,222	4.88
Georgia	8,299	1,933	357,519	4.31
Kentucky	5,720	1,811	230,933	4.04
Louisiana	6,463	1,864	362,500	5.61
Mississippi	3,341	1,444	178,500	5.34
North Carolina	9,217	1,900	414,877	4.50
South Carolina	4,209	1,647	196,072	4.66
Tennessee	7,035	1,852	299,300	4.25
Virginia	9,738	2,224	424,500	4.36
West Virginia	3,525	1,962	151,650	4.30
West and Southwest	116,863		6,461,126	5.53
Alaska	782	3,128	52,253	6.68
Arizona	3,506	2,218	214,467	6.12
California	55,912	3,092	3,190,000	5.71
Colorado	5,093	2,591	274,205	5.38
Hawaii	1,777	2,579	81,541	4.59
Idaho	1,392	2,012	67,754	4.87
Montana	1,539	2,183	104,000	6.76
Nevada	1,325	3,248	78,861	5.95
New Mexico	2,026	2,010	135,985	6.71
Oklahoma	5,165	2,095	239,160	4.63
Oregon	4,868	2,602	280,800	5.77
Texas	22,611	2,175	1,079,000	4.77
Utah	2,157	2,174	148,600	6.89
Washington	7,861	2,634	462,200	5.88
Wyoming	849	2,475	52,300	6.16

[1] Includes current expenditures, capital outlay, and interest.

NOTE.—Detail will not necessarily add to totals because of rounding.

Sources: U.S. Department of Health, Education, and Welfare, Office of Education, Fall 1964 Statistics of Public Schools; and U.S. Department of Commerce, Office of Business Economics, Survey of Current Business, April 1965.

Senator DOMINICK. Mr. Chairman, does that include the effort index as well, expenditures in comparison to income?

Senator MORSE. The question, counsel, is whether this includes the effort index.

Mr. LEE. This is a ranking of States based on the percentage of the total personal income of the State devoted to elementary and secondary education.

AUTHORIZATION FOR INCLUSION OF SUPPLEMENTAL MEMORANDA

Senator MORSE. I think this is very helpful. I hope this is very helpful to you gentlemen. It gives you some of the problems that face this subcommittee, and you can be very helpful to Senator Dominick and to me and to other members of the subcommittee if in the supplemental information you file you provide us with rebuttal to the argument that is certain to be advanced. We have to be on guard to see to it that we do not use Federal tax money which, once it goes to the Federal Treasury, belongs to all the people of the country, and Congress has the duty to spend it fairly and equitably and wisely, and we do not adopt language in a bill that permits the larger States, the States that are willing to vote more money for roads because they get 90-percent contribution from the Federal Government and less money in the schools, or more money for various other programs in which they have a better bargain counter relationship with the Federal Government than they may have with schools. Or to put it even more bluntly, speaking only for myself, although it is shared by many, we as an education subcommittee, I think, have the duty to make certain that as we pass over more and more responsibility in any legislation to State departments of education and to local school districts as to the expenditure of Federal money, that we are not penalizing those States that make a greater effort and really put a premium on being the leading State. That is going to hit us and hit us hard in debate. If we do not have sound rebuttal, then the legislation that we seek to enhance—and I want to enhance to every degree I can and at the same time protect the legitimate Federal interests—is put at a disadvantage.

I am all through, but I thought you ought to know what my problem is. I may be dead wrong, and if I am, that is all the more reason why you should know about it now so you can help me clear it up.

Before I call on you, Superintendent Nix has been seeking recognition.

EDUCATIONAL SUPPORT IN GEORGIA

Mr. NIX. Senator Morse, let me just comment upon this one thing briefly that we are talking about.

I think I am one of the X, Y, Z States, being from Georgia. We have more than just disadvantaged children in the States that are below the national average in expenditure.

Also, when you speak of the national average expenditure, you are talking about 50 percent of the States below and 50 percent above.

In our State we are spending, of our State revenue, roughly 58 percent of it is going into public education. This is on a State level, State service in the form of education.

This represents of the total contribution to education about 63 cents out of each dollar from the State, roughly 12 percent from the Federal level, and 25 percent from our local level.

However, I would hasten to say that it takes about 60 percent of our time to keep up with the Federal 12 percent in our accounting and data-processing programs because of the rules and regulations on these programs.

Now, in terms of will a State try to lift themselves up by their bootstraps, so to speak, I merely mention the fact that in 1964–65 we were roughly $130 per pupil below the national average. And in 1965–66 we had improved this by $19 on a student basis. In other words, we reduced the difference by roughly $19 between our expenditure on a per pupil basis and the national average. So we are trying to lift ourselves up.

But I think it is important, Mr. Chairman, that we remember that when we are talking about national average, we are going to have half of the people below and half of them above.

Senator MORSE. That is very, very important. Thank you very much.

I am not going to interrupt any further, although I do want Senator Dominick to feel free to ask questions.

Dr. FULLER. Mr. Chairman, may I suggest that the House financed in its appropriations bill, already passed a great deal of the difference, if not all of the difference that the Gibbons amendment would cost, and it provided that, for that particular title, no State would receive less than it had received in the 1967 fiscal year. That is the House position. It put up an extra considerable sum of Federal funds to finance the Gibbons amendment. In concept, they were financing separately this change in the formula which, although not taking away much, if anything, from the other States, did give those States, which have less economic capacity, the benefit of a national average amount for each disadvantaged child.

Senator MORSE. All right. You may go back to your statement.[1]

STATE MAINTENANCE OF EFFORT

Dr. KIERNAN. I think, Mr. Chairman, it is safe to say, that we subscribe completely to your earlier observation that this is not tax relief legislation; that the Congress is building in an equalization factor and under no circumstances should the local or State effort decline, so that our efforts will continue in that direction with the congressional moneys being used to supplement our local and State efforts to guarantee quality education from coast to coast. We subscribe completely to the point of view that you expressed earlier.

Senator MORSE. I am glad to have your comments.

You may proceed, Dr. Fuller.

Dr. FULLER. The council favors the several other amendments to title I as approved by the House. I believe that they are not controversial even with the Department of Health, Education, and Welfare. These include the provisions affecting Indian children, the increase in the dollar limitation for State administrative expenses, the inclusion of benefits for institutionalized and migratory disadvantaged children, extension of the expiration dates of several sections of the law to June 30, 1969, and maintenance of Federal funds in amounts, at least, as high in fiscal year 1968 as they were in fiscal year 1967 for every State.

[1] The supplemental statement submitted by Dr. Fuller may be found on p. 1187.

TITLE III ESEA

Now, moving rapidly to title III, ESEA, Supplementary Educational Centers and Services.

The council favors title III, as amended, by the Green amendment, adopted by the House in H.R. 7819, including:

First, its formula for apportionment of Federal funds.

Second, the retention of the currently authorized uses for which Federal funds may be expended, as in S. 1125, and there is no change there. One very minor editing may be a slight change, but substantially the purposes are exactly the same.

Third, its new provisions for State plans, optional during fiscal year 1968 and mandatory for all States at the beginning of fiscal year 1969 on July 1, 1968.

Now, this is the fundamental change, and this is the change that the chief State school officers are almost unanimously in favor of.

On our first inquiry to the chiefs, 35 out of 36 favored a State plan. In Atlantic City last February, we had 23 States there, and they were unanimously for this. We have no indication that there are more than two or three State school officers who do not favor a State plan for title III, and we intend to do what we can to encourage and urge the Senate to adopt this particular Green amendment on title III in the House.

The States have had 50 years of experience in the administration of State plans, and this is another State plan. They already are administering in every State many State plans. Some of them are more difficult to administer than title III. And we are not exactly enamored of the idea, because Federal officials want to maintain authority in this field and have local projects under title III, approved individually in all cases by the U.S. Commissioner of Education, that they imply and say with increasing frequency that the States are not ready to administer State plans under title III. Still they want part B of title V to be put into the law, and that takes ever so much more State competency to administer. With the Federal prescriptions in it, it is probably impossible for some States to administer the new part B of title V that is proposed. And yet they will say, States are too weak to do something that is not hard to do, and then they say States are strong enough to do something which, in fact, will be very difficult for many States to do at all under the Federal prescriptions in part B of title V as proposed by the administration.

I am going to skip parts here because I did cover some of them in an informal way there in keeping with the panel approach.

There is a great deal of controversy on title III. I must read page 5, I think, because I cannot say it in as few words.

Senator MORSE. Go right ahead. That is where I am now.

STATE REVIEW OF TITLE III PROJECTS UNDER PRESENT LAW

Dr. FULLER. During less than 2 years of operation of title III, the U.S. Commissioner of Education approved funds for 1,438 local projects out of 4,429 submitted by local educational agencies. The title III requirement for State agency review and recommendations of these locally initiated and federally approved projects usually has been meaningless, and quite frequently embarrassing. Some State agencies

found themselves unauthorized to cope with personal and political pressures on Washington generated among local districts competing for favorable Federal decisions. In hundreds of instances, Federal officials overruled State department recommendations on local projects and then proceeded to negotiate with the State agencies to withdraw their purported decisions.

I might say that they did not negotiate with the State agencies as such through the State school officer many times, but with the title III coordinators, and I have documentation of the fact that it would have been useless for the State to insist. In fact, I have one from a large State which said, "We have to concede. We have no choice." And that is actually the fact on these title III approvals.

And when you say that there were 4,429 submitted and only 1,438 financed, that means the final authority was always Federal on which ones to approve. The States soon learned that they could recommend them all and send them on because it did not make any difference whether they did or not. That is the way this has worked in fact, at least in many States.

"NO REAL RESPONSIBILITY"

Without legal authority, the State recommendations became immaterial. The current law of title III gives the State agencies no real responsibility, but merely involves them under circumstances inevitably creating conflicts the State agencies have no authority to resolve. All real authority has remained in Federal hands.

Fortunately, the title III program thus far has been comprised of 1-year local projects which have required less coordination with statewide patterns of continuing intermediate service agencies than is now necessary for the new title III supplementary centers.

This is the part of the law, the first 2 years of the law did not emphasize this part, establishing supplementary centers. Now it is a major program with greatly increased funds. This is because the new title III supplementary centers will themselves become continuing regional service agencies for local schools. Beginning this year, it is imperative that the title III supplementary centers shall be coordinated with already operating centers, rather than be allowed to become a parallel federally financed and controlled system of service centers within each State.

Senator MORSE. Let me interrupt for just a moment. I think you are drawing the issue very clearly. In your statement you say that in less than 2 years of operation of title III, the U.S. Commissioner of Education approved funds for 1,438 local projects out of 4,429 submitted by local educational agencies.

Could it be that one of the reasons that only 1,438 were approved was because the total amount of money in the fund was inadequate to approve a larger number, or anywhere near 4,429, and some line had to be drawn somewhere?

Mr. FULLER. I think it is undoubtedly true that the number that were approved was restricted by the availability of funds.

Senator MORSE. That does not deal, however, with the policy question that you raise.

Mr. FULLER. No, not the policy questions——

Senator MORSE. It deals only with the physical reality of the situation.

Mr. FULLER. The policy questions that I raise are that the State got a carbon copy of the local project when the principal copy was mailed to the Commissioner.

Now, the State under the law had no authority to do anything at all except to make a recommendation, and that is all. It had no weight whatever. The Commissioner could and did overrule State recommendations. But when these local projects began to come in and the States discovered that no matter what they did there would be so many extra projects in most States for the Federal officials to choose among in financing, whether the State recommended them or did not recommend them, they said, "Why should we stick our necks out? Why should we take the burden of saying to a local district, no, we do not approve of your project?" The number of projects was two or three times as many as could be funded.

Now, this was not true in every State. There was coordination in a few States, and this situation has grown to be such that the title III supplementary centers will have been established with full State cooperation in probably 10 or 12 States. I think the figure 15 is used, but it does not reach quite that high when you ask to have the States named.

Now, with supplementary centers, there is going to be a different situation. I put in the record this morning on behalf of the council the emerging supplementary centers of 11 State systems of education and examples and a discussion of those systems. These do almost exactly what title III centers would do. And we have supported, and are supporting 7819. It provides that the private schools and the purposes and all the other aspects of title III that are such fighting issues, so to speak, will not be any different under State plans than they are in the presently effective law.

"NO COMMINGLING OF FUNDS"

There was one amendment title III in the House that I would like to call your special attention to, and it is listed in my statement. Under H.R. 7819 there can be no commingling of funds.

Senator MORSE. I will come to that in a moment, but I want to dwell——

Dr. FULLER. Our board of directors talked about that for a long time on June 21, and we came to the conclusion, Mr. Chairman, that where there is a categorical Federal aid of this kind, you always have to keep the Federal funds in a separate set of books and account for each penny in accord with the regulations and the purposes of the law.

This is as it should be, and in no real physical sense is there commingling of funds with the categorical aid type of administration.

So to say that there shall be no commingling is to say that you keep it separate, and that is already done.

Now, neither is there anything to prevent all of the services to all of the schools under a State plan that can be done constitutionally and legally in any State under the current law.

Senator MORSE. I will tell you what, your discussion causes me to suggest to you gentlemen—you cannot do it in this hearing. It needs to be worked up very carefully in a supplemental paper or statement. I think you need to go through the testimony of Secretary Gardner and Commissioner Howe and to provide us with your answers to conflicting points of view that have been expressed. As I told you earlier, that will be put in the record before the hearings are closed.

For example, just to illustrate the need for your carrying out the assignment, in his testimony yesterday Commissioner Howe said, and I quote him:

> It is also important to reiterate Secretary Gardner's remarks that 723 projects directors answering the Miller questionnaire indicated satisfaction with the administrative guidance of title III. Furthermore, present administrative procedures appear to be working very well. There is over 95 percent agreement between State educational agencies and the Office of Education on final proposal acceptance.

Now, I certainly think that that cannot be squared with the criticism you gentlemen are making this morning of this very issue, and who are on this subcommittee to decide this issue until both sides are heard and both sides file material in support of their different contentions. I only use this as an illustration. I could take the rest of the morning to go through their testimony and as much of your testimony as I have already scanned this morning, and I would find that there are many points in conflict.

Now, let us get the issues drawn by your putting into this record your answers. The administration witnesses are going to have the same privilege of filing supplemental statements. In essence, we on the subcommittee will then sit in legislative judgment in making a final decision.

That is all I wanted to say in response to you. I am telling you what I think our problem is.

Dr. FULLER. We have had a brief opportunity to see both the statements of Secretary Gardner and Commissioner Howe, and the way you have stated it is entirely correct. They are in direct conflict at many points. We expect to prove that those statements are not correct for the future of this legislation and to put it in the record and furnish it to Senators individually and collectively.

(Staff note.—This supplemental statement may be found on p. 1187.)

Senator MORSE. Go right ahead. Do you have anything further, Dr. Fuller?

Dr. FULLER. We need not depend entirely on administrative theory and general policies to support our views, because there has also been some direct experience with informally arranged extra legal State plans for administration of title III. After all, approximately a dozen States voluntarily coordinated their local projects more or less on a statewide basis during the first 2 years of title III operation, and the Office of Education agreed to respect and follow their decisions. These States have received high praise on this plan of operation from the U.S. Office of Education, which in a memorandum of November 9, 1966, made the following evaluation and recommended increased State involvement in title III.

And I quote a paragraph on State leadership:

STATE LEADERSHIP

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 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.

On that point, since you have raised the question of the Secretary's testimony, the only chief State school officer he referred to was the former commissioner in Vermont, who is no longer the commissioner in Vermont, but I have a letter dated May 3, 1967, from this State official, and he has addressed his remarks here—and this may be heresy, I do not know—to the Honorable Albert H. Quie, Member of Congress from Minnesota, in the House, and he said—he is talking about the distribution formula and the funds came to the States in titles II, III and V with which to work. And then he talks about the appropriations, and he says:

The implementation of your amendment would be beneficial in providing continuity of programs as outlined in our present programs. Much paper work and red tape would be eliminated. Categorical aid programs could be consolidated into a unified program leaving state and local governments more flexibility.

And he does approve what goes a little beyond the Green amendments for a State plan. He is quoted in a different context in the testimony of the Secretary day before yesterday.

Senator MORSE. Would I be correct in saying that your group would recommend going beyond the Green amendments and coming closer to or accepting the Quie amendments? Would that be—is that correct?

Dr. KIERNAN. As stated earlier, Mr. Chairman, it was our hope that H.R. 7819 would be accepted by the Senate in toto. We do subscribe to the position of Congresswoman Green of your State that there must be more State control.

I must admit to you that I have not had an opportunity to review the testimony of Commissioner Howe or Secretary Gardner, but following your suggestions we will analyze their testimony and file with you prior to the close of the record hearing on August 11 our refutation statements.

I think Dr. Fuller is correct in stating that there is some confusion in the selection by Secretary Gardner of testimony via letter from Commissioner Gibboney of the State of Vermont because the correspondence from which Dr. Fuller has just quoted an excerpt seems to suggest that he, too, with the vast majority of our colleagues in the council subscribes to the idea that there must be State control, State responsibility in title III as well as the other titles.

HOUSE ACTION ON H.R. 7819

Senator MORSE. Would this be an accurate statement of what happened in the House as far as final passage of the Elementary and Secondary School Act, that the original Quie amendments were not accepted and that the Green amendments, as proposed compromises, were written into the House bill and passed and the Department of Health, Education, and Welfare, in its testimony through Secretary Gardner and Commissioner Howe, take the position that some of the Green

amendments are acceptable to them, or they feel they could live with them, but they have no objections to one or two of them? Is that a fair appraisal of what happened in the House and the Department's position of what happened in the House?

Dr. KIERNAN. To a degree, Mr. Chairman. We were privileged in the latter part of June, as our executive secretary indicated, to sit down with Commissioner Howe and his staff and representatives from the 50 States and the territories to discuss the impact of Public Law 89–10, and there seemed to be, at least in my judgment, complete agreement that we were on the right track. And if there was a major difference, it was a timing difference; that very clearly they indicated we should be shifting over to greater responsibilities on the State level, but they were somewhat vague in terms of specifically indicating whether this should be fiscal 1968 or 1969, or at some future date.

I do not think there was sharp difference of opinion, however in terms of the general support of the so-called Green amendments. I am not attempting to speak for them, but out of our conference there seemed to be a unanimity of feeling that we were on the right track.

And I was privileged to present a keynote address at the conference, as was Commissioner Howe, and in that address I quoted the very generous statements of both the Commissioner and the Secretary in terms of the very able way the several States had picked up the ball and carried it in terms of the implementation of Public Law 89–10.

Senator MORSE. Is that address part of your testimony before the House that I have already put in the record?

Dr. KIERNAN. No, Mr. Chairman; it was not.

Senator MORSE. Could you supply the subcommittee with a copy of that address?

Dr. KIERNAN. I would be grateful to do so, sir.

Senator MORSE. I will add that to the other material that I have already ordered to be inserted in the record.

Dr. MINEAR. Senator Morse.

Senator MORSE. Yes.

Dr. MINEAR. At one time, in answer to your first question, the board of directors of the Council of Chief State School Officers did go on record supporting the Quie amendments. You asked that question.

Senator MORSE. Yes. Well, am I correct, Mr. Minear, that the Green amendments can be characterized as acceptance of the House of a compromise of the administration's original proposal and the Quie proposals?

QUIE AMENDMENTS

Dr. MINEAR. I think that is correct, yes.

Senator MORSE. I have made very clear to Congressman Quie that he will be welcome to come over here and to make any statement to this subcommittee that he wants to make. I am going to make no judgment until the whole record is in. But as a reality in our legislative process I would say that there is now a legislative advantage to the House bill as amended by the Green amendments. That is just the way the legislative process works. That does not mean that we exclude the consideration of further modifications of the House bill either way. It may very well be that there will be, either in subcommittee or on the floor of the Senate, original Quie amendments offered. We should build a record for our recommendation as a subcommittee on those

and a record also for our recommendations on the Green amendments and, as well, a record for whatever recommendations we make on the administration bill which the Department, I think the record shows would prefer in preference to a House bill including the Green amendments. Legislation being a process of conscionable compromises, I would say that at the present moment there is a legislative advantage to a House bill with the Green amendments, especially those Green amendments upon which the Department has already testified.

That does not mean this subcommittee is going to prejudge it at all, but I thought I ought to point out those evaluations on my part since you people can comment on them in the supplemental material you file, plus whatever you say orally here the rest of the morning.

MILLER REPORT

Dr. Fuller, counsel has suggested that I give you an opportunity to either comment here or perhaps preferably by memo on a discussion in the Miller report, pages 76 to 82, which recommends that the administration of title III should remain in the Office of Education.

The other day you may recall when Secretary Gardner and Commissioner Howe were on the stand I made comment about the Miller report and made it an appendix to the record of this hearing but not a part of the printed hearings. I think we ought to have your comment on that in probably memorandum form.

Dr. FULLER. I would be very glad to do that.

May I just summarize title III?

Senator MORSE. You may proceed.

COUNCIL POLICY ON TITLE III

Dr. FULLER. The proclaimed Federal policy to strengthen State departments of education cannot be implemented by Federal retention of legal power and its discretionary use by Federal officials. Such use of discretionary authority enables them to grant or to withhold funds and even cooperation and service from State educational agencies on the basis of the willingness of these agencies to follow Federal desires. The Office of Education should not be in a position to enlist cooperation in a few States and to fail to do so in others. The Federal position on State department strength as recently enunciated by high Federal officials is also inconsistent. When they must depend on all the State agencies to administer tightly prescribed Federal programs dependent on federally earmarked funds which they are eager to impose on all State education systems, these Federal officials are anxious to use all State educational agencies. In those instances, as for example the proposed new part B of title V of ESEA, these officials are willing to assume far more competence and administrative strength in all the State agencies than would be required for all of those agencies to administer title III State plans.

After all, most of the State agencies have had a half-century of successful experience in the administration of State plans.

Mr. Chairman, the council believes that title III should be amended in 1967 to require operating State plans for its administration in every State not later than July 1, 1968, with State plans becoming effective during the current fiscal year as rapidly as the States can prepare

such plans and the U.S. Commissioner of Education can approve them. This is what H.R. 7819 authorizes, and we respectfully request your concurrence with that authorization. State systems of regional service centers, administered with the financial assistance of the Federal Government with Federal funds earmarked for the Federal Government's own purposes, could provide the coordinated supplementary services needed in all States under the arrangements of H.R. 7819.

Senator MORSE. May I ask one question on the language that you have just read where you say,

the Council believes that Title III should be amended in 1967 to require operating state plans for its administration in every state not later than July 1, 1968, with state plans becoming effective during the current fiscal year as rapidly as the states can prepare such plans and the U.S. Commissioner of Education can approve them.

I want to stress "and the U.S. Commissioner of Education can approve them."

I think it would help Senator Dominick and the chairman if you would make very clear for the record at this point what you include within the authority of the Department under a responsibility of the U.S. Commissioner of Education approving these plans. I think here is an area of some confusion in the thinking of some people up here on the Hill. Some have the impression that there is an attempt on the part of State officials in education to work out legislation that in effect says the Federal Government give us the money—period. We will do with it what we want to do with it, or we should be allowed to do with it what we want to do with it.

Now, this language, of course, makes clear to me that that is not what you seek at all, and I think in fairness to you I take the 2 or 3 minutes that I am now taking to pinpoint this issue.

I think you gentlemen have to make perfectly clear what procedure will be left to the Department in regard to its jurisdiction to approve or disapprove plans and why that authority should be left with the Department.

Is that a fair statement, Senator——

Senator DOMINICK. I think it is.

Senator MORSE (continuing). Of the problem that I have heard you discuss before, and I have discussed with you?

I think there have been a couple of probably failing students in the seminar up until now, and you better get us ready for the examination. We need to have the answer to that question.

ROLE OF THE OFFICE OF EDUCATION

Dr. FULLER. At the present time in title III each project is submitted directly to the U.S. Commissioner of Education and approved or disapproved by him with some statutory advice of committees, and so forth, but without anything more from the States than a recommendation of whether they like it or they do not.

Now, under this House bill this would become a State plan title. The States would have through their local agencies the same responsibility to arrange throughout their respective States, make the arrangements on the number and location and other—and on the administration of supplementary centers and coordinate them with those that they are already developing for themselves. And the only thing the

Commissioner would have to do—and it is not a small thing—would be to approve each State plan or not approve it until it is amended. And this is retained by the House bill in the U.S. Commissioner of Education as his authority. Some say the States are rural dominated and they would not do well by the big cities. Well, if they did not do well by the big cities in their plans, the Commissioner would not approve their plans.

But I can tell you, Mr. Chairman, that the problem of the ghettos is our problem as much as it is anybody else's; that many States have said it is a priority in State policy to try to solve the problem in the cities. As far as education can do it, it cannot do it alone, but there is not anything to the idea that there will be any different substantive requirement. There is not any change in the purposes of the law. There is only change in the administration of the law as it applies to the local school districts and coordination with State and local school systems. And the Commissioner could hold up any State plan until he is satisfied that it does meet the law in every particular. In fact, he must do that under the law itself.

Senator MORSE. All right. Now, let me use as a hypothetical my own State. Superintendent Minear, I think, would welcome my doing it. It is all hypothetical in regard to my statement.

Let's assume now the State department under the able leadership of Superintendent Minear submits a State plan. Now, that State plan will include, will it not, proposals for a whole series of educational projects in my State—is that right?

STATE PLAN APPROVAL

Dr. FULLER. Correct.

Senator MORSE. Let's assume now that the superintendent sends it in to Commissioner Howe, or whoever is the Commissioner at the time. Hypothetically, he decides that the State plan just fails to give adequate emphasis to the poorer school districts in our State. Hypothetically again, the Negro area of Portland, migrant workers' area of the fruit section of the State, assistance to Indian education, they simply say this plan we do not think provides for the widest expenditure of Federal money. Does he have the authority to reject the whole plan, or can he say to Superintendent Minear, "We are going to approve projects 1 to 20 and reject projects 21 to 30," still speaking hypothetically.

Dr. FULLER. He can reject the whole plan and if after consulting with the State authorities and having discussions about it and trying to reach some sort of agreement they cannot agree, then there is an administrative appeal in the courts. That is a quasi-administrative appeal to the courts provided in the law.

Senator MORSE. He has to reject the whole thing?

Dr. FULLER. He cannot take part of it and leave the rest of it. They have to reach that agreement.

Senator MORSE. It is the whole plan or nothing, and then to consultation and the appeal provision?

Dr. FULLER. Yes.

Dr. MINEAR. Senator, I would like to say, as long as you mentioned our State——

Senator MORSE. I am using us as an example.

Dr. MINEAR. If I were to submit a State plan that did an injustice to the city of Portland, I probably would not be returned to office by the electorate the following session.

Senator MORSE. Don't you even whisper the suggestion that there is any political involvement in the election of a school superintendent.

I agree with you. That is exactly what would be the result. But nevertheless, we have to look at the power that is being given to the U.S. Commissioner, and I wanted to get that clear in this record. He either accepts or rejects the whole plan.

Dr. MINEAR. And we have had lots of experience working with State plans. In fact, since the Smith-Hughes, George Barden, 1918 era, we have been operating in the State plans with the U.S. Office of Education, and we have had no difficulty with the plans. They draw the guidelines and say this is what it must be, and we can argue guidelines, but once they are finalized we submit the plans and they accept or reject them. This has not been a problem.

Senator MORSE. Mr. Kiernan.

Dr. KIERNAN. Using the mathematical dimension for the moment, Mr. Chairman, instead of Commissioner Howe dealing with 4,429 local projects, he would deal with 50 broad State plans, plus those submitted by the territories. So the responsibility would be vested where we think the responsibility should be vested, in the several States.

REMOVES RATIONALE FOR REGIONAL OFFICES OF OE

Senator MORSE. Anything further, Dr. Fuller?

Dr. FULLER. Well, I think I would like to tie that into one more item that I think is very important to raise, and that is the fact that as President Kiernan says, the Commissioner would deal with 50 States and approve or disapprove those plans instead of thousands of local school districts, making thousands of judgments every month, as he does, on projects, and so forth. It would be less necessary then, and there would be no excuse then to have the regional offices of the Office of Education beefed up to the extent that the current plans of the Health, Education, and Welfare Department call for.

This council has been against that sort of thing in education, this extra federal layer, has had resolutions on it, as my statement shows here, since 1952. The council has been against it solidly, I believe almost unanimously, until it became an accomplished fact by administrative fiat, and even now this brought closest vote on June 24 in the membership, even after it is an accomplished fact, trying to remove all the rest of the money in the House Appropriations Committee and the Senate Appropriations Committee for regional office personnel. We and others were able to remove 53 percent of the funds for these extra personnel in the House appropriation processes, and the council voted 28 to 13 to try to eliminate the rest of it in the Senate.

On this there is more feeling probably than on any other issue, and we will be glad to document for the record even further than we have the intrusion of Federal control and the multiplication of paperwork, the interminable delays, the attempts that are made to operate under one set of regulations in Washington from nine different interpretations of them at the regional level, which leads to interminable con-

ferences about what they mean. We have had experiences like this with regional offices, and we do not want more of it.

Senator DOMINICK. Mr. Chairman, just to interrupt at that point, yesterday when Commissioner Howe was here testifying on this, and you were, unfortunately, unable to be here, I specifically asked the Commissioner to present to the committee a tentative set of regulations on the decisionmaking authority of the various regional centers so that we would know whether this was another overlap of bureaucracy or whether it was an effort to definitely have decisionmaking, final decisionmaking powers in the regional centers and if so where.

I also asked him to furnish us the need for the proliferation of personnel in the regional centers and why there should be more and more of these people being added to the regional staffs.

For example, I think this is right, Dr. Hansford, that there is a program at the moment for making a regional center in the Denver area go up to 40 personnel. And I think we need to know as a committee what they are going to do with these people, why they are there, and why we need this if we have a good State agency.

Commissioner Howe indicated that he would get that for us, and I think it will be very helpful when we do get it to see whether this is just another move to interject Federal controls or whether it is an administrative procedure to speed up decisionmaking on the Federal program.

Senator MORSE. I want to join you, Senator Dominick, in asking for that material.

(The materials requested follow:)

MEMORANDUM TO AGENCY HEADS, FROM JOHN W. GARDNER, SECRETARY, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, RE STRENGTHENING OF FIELD OPERATIONS, JULY 29, 1966

With the vast expansion of departmental programs and the growing need for coordination of all Federal programs at the grassroots level, we need to strengthen our field operations, especially in the Regional Offices.

Some agencies within the Department have already developed strong decentralized activities. Others have done very little.

Strong representation in the field can provide us with closer informal communciation with our clientele—officials of State and local government, representatives of non-government institutions, and the general public. Day to day responsiveness by Federal officials to State, local and institutional problems can resolve problems at an early stage before they escalate to the Washington level.

If all of our agencies have strong field organizations, we can, through the Regional Offices, accomplish far better coordination in the local community, and improve coordination with other government departments. Such coordination is high on the White House and Budget Bureau list of priorities.

State, city and county governments, as well as universities and nongovernmental associations are increasingly setting up Washington offices to serve their special representational needs. If this trend continues, headquarters offices of the Department—as well as Congressional offices—will be literally swamped by personal visits of agents demanding one or another type of service. It is to our advantage to handle as many local problems as possible at the local level.

In general, I think headquarters organizations in HEW ought to concentrate on (1) program planning, (2) policy formulation, (3) issuance of regulations and instructions, (4) field supervision and (5) overall administration. They should have strong field staffs to handle field operations such as negotiation of plans and grants, and line supervision.

MEMORANDUM TO MEMBERS OF THE EXECUTIVE GROUP, DIVISION HEADS AND OTHER OE PERSONNEL CONCERNED, FROM J. GRAHAM SULLIVAN, DEPUTY COMMISSIONER OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, RE NEXT STEPS IN DECENTRALIZATION, SEPTEMBER 9, 1966

Urgent work remains to be done as we face the challenge of making significant progress in decentralizing the operational aspects of Office of Education programs. We have agreed to the concept of decentralization and have formulated broad basic policy to guide in the establishment of relationships between the field and headquarters. It is appropriate, therefore, that we proceed with actual decentralization.

I am requesting Jim Turman to devise the mechanism and means whereby these next steps may be taken and to report to the Executive Group as soon as possible concerning progress on this matter. In essence, our task is: a complete examination of program activities carried on at headquarters and in the field, with the aim of reconstructing program responsibility to provide maximum decentralization to the regional offices.

A good basic guideline for distinguishing between headquarters and field characteristics was presented by the Secretary in a memorandum of July 29, 1966. He stated:

"In general, I think headquarters organizations in HEW ought to concentrate on (1) program planning, (2) policy formulation, (3) issuance of regulations and instructions, (4) field supervision, (5) overall administration. They should have strong field staffs to handle field operations such as negotiation of plans and grants, and line supervision."

If we are to strengthen regional services, it is necessary that significant program responsiblity be given to the regional staff. Merely "advising, consulting, and monitoring" are not enough. Our clientele must be able to get answers in the region, else they will be required to stumble through another layer of personnel on their way to getting decisions. The field staff, therefore, should deal with as many of the substantive aspects of programs as is possible or feasible. Many of the decisions that are now made in Washington can be made in the field.

To assist in the process of analysis required by this task, the following questions are raised:

1. How can programs or program elements currently carried on by regional staffs be expanded, or what operating or decision-making functions now performed by headquarters staff can be transferred to the regional staffs?

Considering the present division of responsibilities between headquarters and field, what headquarters responsibilities can be performed in the field?

2. What headquarters program operations, in addition to those already proposed for decentralization in FY 1967, can be transferred to the regional offices?

Considering those functions not now performed in the field, which of them or which parts of them could be done in the field?

3. What new activities or dimensions of work beyond those currently offered can be provided to strengthen and improve regional services?

4. What mechanism or system of control can be established to assure that new programs are initiated on a decentralized basis?

As amendments or new legislation create new program responsibilities for the Office of Education, can we plan operations as essentially field activities?

5. What mechanism or system of control can be established to assure that field positions are justified by workload, that the work to be done is clearly defined, and that needs precede the actual assignment of personnel to the field?

6. How may we improve the utilization of field manpower in functions which have customarily been performed by headquarters personnel (e.g., consultants to and participants in regional conferences)?

What additional uses of training, rotation of assignments, or other devices of career development planning can assure a high level of expertise in the field staff?

7. What needs to be done to provide the administrative support functions in each region (such as financial management, contracting, etc.) to enable a regional office to operate as a complete entity?

As the transfer of program operations from headquarters to field is planned, it will be necessary to reappraise the present headquarters organization and personnel staffing. From this examination, there will follow a redistribution of

personnel strength between headquarters and field, as good management would require that we eliminate the possibility of duplication. Where program operations are performed by field staff, they should not also be performed by headquarters staff. Mr. Karsh and his staff are ready to assist in solving personnel distribution and similar problems.

We need to move forward immediately toward decentralization. It is our aim to see significant progress in FY 1967. I would hope that a timetable for action can be established very soon, with the necessary steps for decentralization clearly laid out.

FUNCTIONS TO BE TRANSFERRED TO THE REGIONAL OFFICE

1. Regional Program Development and Leadership Functions

(*a*) Review and approve State plans, assurances, proposals, and applications, and amendments thereto.

(*b*) Maintain official State program files.

(*c*) Establish and maintain communications with all grantee agencies, including answering inquiries pertaining to program administration.

(*d*) Provide program leadership through regional, State and/or local conferences, workshops, personal contacts, etc.

(*e*) Conduct program reviews and site visits.

(*f*) Approve Projected Activities reports of program operation.

(*g*) Review annual reports, exclusive of fiscal reports.

(*h*) Develop and submit annual program operating plans.

2. Grant Management Functions

(*a*) Review of fiscal aspects of State plans, proposals, and applications.

(*b*) Notify grantees of grant awards.

(*c*) Advise State educational agencies and other grantees on grant management matters.

(*d*) Provide financial management advice to the professional staff in the regional office.

(*e*) Maintain State program and expenditure records.

(*f*) Review and adjust financial reports.

(*g*) Review and settle audits.

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MEMORANDUM TO DIRECTORS, AVLP PROGRAM OFFICERS, MDT, PROFESSIONAL STAFF, MDT, FROM GRANT VENN, ASSOCIATE COMMISSIONER, BALVP, HOWARD MATTHEWS, DIRECTOR, DMDT, RE HEADQUARTERS/REGIONAL MDT RELATIONSHIPS, OCTOBER 4, 1967

In the process of regionalizing various State grant programs, many operational procedures have been based on the extensive experience of regional MDT activity. The first professional staff member was employed to carry out MDTA field responsibilities over five years ago in mid 1962. New staff are being employed in headquarters and the regions to carry out various responsibilities for MDT requiring a re-statement of relationship policies at this time.

Manpower Development and Training responsibilities were not included in recent transfers of authority because earlier delegations were already in effect. The Manpower Development and Training Act is designed to keep it from becoming another State grant program.[1] Its administrative structure established in the Act allows for necessary National program direction and redirection.

Before outlining the major policies for MDT relationships, it is necessary to review the unusual features of the MDT program:

There is interdepartmental responsibility between the Departments of Health, Education, and Welfare, Labor, and Commerce for various sections of the Act as amended.

The U.S. Department of Labor regions are not coterminous with D/HEW regions.

The Department of Labor is primarily responsible of this Act, its implementation and justification of the MDT budget including MDT salaries and expenses which includes all such positions transferred to the Office of Education for carrying out the D/HEW responsibilities under the Act.

Almost half of the financial resources for training under the Act are not allocated to the States but are available for the use at the National level.

The flexible legislative authority of MDT enables it to respond quickly to a variety of program needs through National direction.

The above features were selected to show the various MDT programs' administrative requirements. While unique in its administration, it has earned its place of significance among programs of education and training.

The following basic guidelines shall be used in meeting the Bureau's MDT responsibilities as they apply to regional staff:

1. The Directors, AVLP, through delegated authority from the Associate Commissioner and Regional Assistant Commissioner, are responsible for supervision of MDTA Program Officers in their respective regions for all MDTA program activity, accomplished through the Agreements existing under Section 231 of the Act between the State agency and the Commissioner of Education.

2. The nature and extent of regional involvement in projects negotiated between the Division of Manpower Development and Training and a local agency within the State (other than a State Education agency) shall be determined in each case by the Director, Division of Manpower Development and Training, based on the facts at issue and the type of administrative relationship established in the Department of Labor's component to the project.

3. Utilization of MDT travel funds assigned to the region by "advice of allotment" is the responsibility of the Director, AVLP.

4. Professional and clerical MDT positions, which are transferred to the Office of Education from the Department of Labor and assigned to specific regions, are for the express purpose of meeting the Federal manpower needs of MDT project activity. The Director, AVLP is responsible for such position utilization. While their primary responsibility is for MDT functions, it may, on occasion, be necessary and prudent to assign them related activities when justified by economical management of professional staff and travel.

Because the Director, AVLP is responsible for over-all regional program administration and staff utilization, he is expected to utilize S/E services and staff to assist in carrying out peak MDT work loads.

5. The Director, DMDT, in collaboration with the Associate Commissioner, BAVLP, is responsible for establishing policies and procedures for regional operation of MDT concerns. Formal policy issuances including various memo-

[1] The Congressional intent of MDTA as reflected on the floor of the House on September 19, 1966, is that *MDTA not be allowed to become administered as a "grant-in-aid" program.* (See Congressional Record of House Proceedings for September 19, 1966, pages 22000 through 22012.)

randa relating to Office of Education staff program activities are to be made to the Director, AVLP for implementation. However, telephone communication is encouraged between any regional and headquarters staff members to clarify problem areas and provide necessary communication.

6. Program policies developed jointly by the Departments of Labor and Health, Education, and Welfare and those developed by the Office of Education in carrying out the authority delegated to it by the Secretary shall be issued directly by the Associate Commissioner, BAVLP to the State agencies named in the Agreement, Operational policies and procedures will be issued by the Director, DMDT, to the appropriate agency. Copies of all directives or communications mentioned above, insofar as practicable, will be made available in advance to the Directors, AVLP.

EXCEPTIONS TO ABOVE POLICIES

Because of the need to move with dispatch in responding quickly to emergency situations, the Director, DMDT, shall retain the option of directing the specific activity to individual regional MDT Program Officers when lead time and urgency of the situation prohibits routine handling.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., July 14, 1967.

Identical letter sent to
STATE DIRECTORS OF—
Adult Education
Vocational Education
Library Services
Region III, IV, VI, VII, and other regions as scheduled.

In accordance with plans approved by Secretary Gardner and Commissioner Howe, delegations of authority for administering and servicing various State grant programs were made to your Regional Office on July 1, 1967. An enclosed copy of the delegation lists the programs and authority delegated.

We are also enclosing a list of regional staff who have responsibility for these Adult, Vocational, and Library programs. This delegation is in addition to the authority already vested in the region for Manpower Development and Training programs. You are encouraged to make full use of this staff in carrying out these programs of education and training.

The availability of trained and knowledgeable Program Officers in the Regional Office should assist you and your staff to more readily obtain the information and services needed. The improved accessibility of Office of Education staff in working with their counterparts in State agencies will help to better serve the unique needs of particular geographic areas. This strengthening of the regional offices is a further manifestation of the partnership we share with States in improving the quality of education and educational opportunity.

The Director, Adult, Vocational, and Library Programs will provide additional information on the particulars of this change of regional function. Please feel free to contact him concerning any questions you may have on this matter.

Sincerely yours,

GRANT VENN,
Associate Commissioner for Adult, Vocational, and Library Programs.

AUGUST 1, 1967.

To: Regional Assistant Commissioner, Region I.
From: Peter P. Muirhead, Associate Commissioner for Higher Education.
Re: Delegation of Authority.

The Associate Commissioner for Higher Education hereby delegates to the Regional Assistant Commissioner the following authority for the award of construction statutory programs in the States comprising Region I. The Regional Assistant Commissioner shall, insofar as is practicable, redelegate such authority to the Director, Higher Education.

PROGRAM AUTHORITY

1. Approval of applications and grant awards, and amendments thereto for construction of undergraduate academic facilities; (Title I of P.L. 88-204) Higher Education Facilities Act of 1963 as amended.

2. Approval of applications and loan agreements, and amendments thereto for construction of academic facilities, subject to a favorable recommendation by the Division of College Facilities; (Title III of P.L. 88–204) Higher Education Facilities Act of 1963 as amended.

The authority herein delegated shall be exercised consistent with the regulations, guidelines, and other national program policies and objectives established by the Commissioner of Education, Associate Commissioner for Higher Education or his designee (Director, Division of College Facilities). The authority herein delegated shall be administered according to the assignment of functions as established by the Commissioner of Education for regional offices and headquarters.

RESERVATION

The authority herein delegated is subject to the general reservations, Commissioner and other Office of Education reservations contained in the Delegation of Authority from the Commissioner of Education, effective February 28, 1967. In addition, authority to approve State plans and comprehensive planning proposals under section 105 is delegated and reserved to the Director, Division of College Facilities, Bureau of Higher Education.

EFFECTIVE DATE

The effective date of this delegation of authority is on or about September 1, 1967.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., June 27, 1967.

IDENTICAL MEMORANDUM

To: See below.
From: J. Graham Sullivan, Deputy Commissioner of Education.
Re Delegations of Authority to Regional Assistant Commissioners.

Following the discussion in my office on June 16, the Commissioner has authorized the following statement of policy on delegation of authority to Regional Assistant Commissioners:

Bureau Associate Commissioners will delegate authority for program functions in the regional offices to the Regional Assistant Commissioners. The Regional Assistant Commissioners are expected to redelegate this authority to the Directors of regional program functions, but, at their discretion, may themselves exercise their delegated authority.

In those rare instances where there is disagreement over a program decision by either a Regional Assistant Commissioner or a Director, and where it cannot be resolved between them, they will submit a joint communication of their differences to the appropriate Bureau Associate Commissioner and the Associate Commissioner for Field Services. If, after consultation between them, the matter is still at issue, they will jointly refer it to the Commissioner or Deputy Commissioner for resolution.

It was the consensus of the meeting that a delegation to the Regional Assistant Commissioner which *required* redelegation to the Directors was both unwise and Inoperative but that refusal by the Regional Assistant Commissioner to redelegate to a Director was only a remote possibility. The Regional Assistant Commissioner is the ranking OE official in a Regional Office and is expected to be of sufficient stature to make judicious use of his delegated authority.

Addressees:

Associate Commissioners for BAVLP, BESE, BHE, BR, OFS.
Assistant Commissioner for Administration.
Acting Assistant Commissioner for Construction Service.
Regional Assistant Commissioners.
Acting Regional Assistant Commissioners.

To: Name:————, Regional Assistant Commissioner.
From: Dr. R. Louis Bright, Associate Commissioner, BR.
Re *Bureau of Research*, Delegation of Authority to Regional Assistant Commissioner.

The Associate Commissioner of Research, Bureau of Research, Office of Education hereby redelegates the statutory functions under authority delegated to him by memorandum and attachments, titled Delegation of Authority, dated

February 28, 1967, to the Regional Assistant Commissioner, Region —. The authorities set forth in this redelegation are limited to proposals up to $10,000, which have been submitted under the Cooperative Research Act of 1954 (P.L. 83–531) as amended by Title IV of the Elementary And Secondary Education Act of 1965 (P.L. 89–10).

Specifically, authorization to approve or disapprove proposals for research projects under the above redelegation of the Associate Commissioner authority by affixing his signature to recommendations of the Educational Research Adviser, the authorized Bureau of Research representative.

Certification of funds for approved proposals has been delegated to the Regional Financial Management Officer.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C.

DEAR ————: Effective today, ———— authority to execute contracts and grants for the U.S. Office of Education reserved to the Assistant Commissioner for Administration by memoranda dated February 28, March 15, March 20, April 5, and March 10, 1967, from the Commissioner of Education to the Associate Commissioners of the Bureaus of Elementary and Secondary Education, Research, Education for the Handicapped, Adult and Vocational Education, Higher Education and the Assistant Commissioner for Equal Education Opportunity respectively and delegated by memoranda dated March 8 and 24, and April 10, 1967, from the Assistant Commissioner for Administration to the Director, Contracts Branch is hereby delegated to you as Regional Assistant Commissioner, subject to the following conditions:

(1) Authority to execute grants under Title III of Public Law 89–10 is not limited as to the monetary amounts of such grants, modifications or extensions thereof.

(2) Authority to execute all other grants or contracts conveyed with this delegation is limited to the amount of $50,000 for any grant or contract.

(3) Grants, contracts, or modifications, amendments, or extensions thereof may only be executed for a contractor or grantee whose principal place of business is within HEW Region.

(4) Grants, contracts, or modifications, amendments, or extensions thereof, or subcontracts thereunder may only be executed or approved if there has been prior receipt of assurance or availability of funds therefor.

(5) This authority may be redelegated. Copies of all such redelegations shall be sent to the Director, Contracts Branch.

The legal authority for these delegations may be found in 5 U.S.C. 302.

Sincerely yours,

HERBERT C. DUFFY, *Director, Contracts Branch.*

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C.

DEAR ————: The enclosed delegation to you as Regional Assistant Commissioner together with the informational copies of supporting delegations from the Commissioner, the Assistant Commissioner for Administration and the procedural instructions from the Construction Service are furnished to provide guidance and authority for interim operation of the Federal school construction program authorized by Section 10 of Public Law 815.

Subsequent changes in operational methods to improve the quality of service for this program will no doubt suggest themselves with the passage of time. However, at this point, we believe our primary purpose to be the maintenance of the current standard of service for at least a reasonable period after the completion of the July 1, transfer so that necessary changes may be based upon practical experience. Should you have questions or comment relative to the operation of the program please advise this office for the Construction Service.

Sincerely yours,

HERBERT C. DUFFY, *Director, Contracts Division.*

MEMORANDUM

To:
From: Herbert C. Duffy, Director, Contracts Division.
Re: Delegation of Construction Authority Section 10, Public Law 815, 81st Congress.

Effective July 1, 1967, until further written notice the following authority is hereby delegated to you as Regional Assistant Commissioner for use in dealing with construction contracts executed under Section 10, Public 815, 81st Congress and for redelegation to the Regional Engineer as appropriate pursuant to 5 U.S.C. 302.

(1) Authority to approve change orders in such construction contracts which do not change the scope of the project, increase the contract price or improve the contractors' position with respect to liquidated damages which are provided for nonperformance.

(2) Authority to approve the "Periodic Estimate for Partial Payment", Form HUD–4208, or its equivalent for partial payments called for by the construction contract as a prerequisite to payment by the Regional Financial Management Officer.

(3) Authority to approve interim payments to Architects in accordance with their contracts as a prerequisite to payment by the Regional Financial Management Officer.

(4) Authority to approve final payment for Architects' and Construction Contracts as a prerequisite to payment by the Regional Financial Management Officer at such time as a copy of the Office of Education Contracting Officer's formal letter of acceptance has been received.

A copy of a delegation of this authority to the Regional Engineer shall be furnished the Director, Contracts Division when made.

MEMORANDUM TO ASSOCIATE COMMISSIONER FOR FIELD SERVICES, DIVISION DIRECTORS, FROM GRANT VENN, ASSOCIATE COMMISSIONER FOR ADULT, VOCATIONAL, AND LIBRARY PROGRAMS, RE DELEGATIONS TO THE REGIONS, JULY 21, 1967

The attached copies of delegations were made to Regions I, Boston, and IX, San Francisco. Plans are for delegating similar responsibilities to Region II, New York, on October 1. Delegations to the remaining two regions will be deferred until Directors, AVLP and Program Officers are appointed.

Communications regarding these accomplished delegations are being sent to the Chief State School Officers and the respective State Directors from the Commissioner and the Associate Commissioner, Adult, Vocational, and Library Programs in those States affected by the above delegations.

TO DR. WALKER AGNEW, REGIONAL ASSISTANT COMMISSIONER, FROM GRANT VENN, ASSOCIATE COMMISSIONER FOR ADULT, VOCATIONAL, AND LIBRARY PROGRAMS, RE DELEGATION OF AUTHORITY, JULY 21, 1967

The Associate Commissioner for Adult, Vocational, and Library Programs hereby delegates to the Regional Assistant Commissioner the authorities set forth below for the administration of State grant programs in the States comprising Region I, Boston. The Regional Assistant Commissioner shall, insofar as is practicable, redelegate such authorities and responsibilities to the Director, Adult, Vocational, and Library Programs:

PROGRAM AUTHORITIES

1. Financial assistance for vocational and technical education P.L. 88–210, Part A, Vocational Education Act of 1963 (except section 4c); George-Barden Vocational Education Act of 1946; Smith-Hughes Vocational Education Act of 1917; and their amendments.

2. Financial assistance for adult basic education; (Title III of P.L. 89–750) Adult Education Act of 1966.

3. Financial assistance for public library services and construction; P.L. 88–269 Library Services and Construction Act as amended by P.L. 89–511.

The authority herein delegated shall be exercised consistent with the regulations, guidelines, and other national program policies and objectives established by the Commissioner of Education and the Associate Commissioner for Adult,

Vocational, and Library Programs. The authority herein delegated shall be administered according to the assignment of functions as established by the Commissioner of Education for regional offices and headquarters.

AUTHORITY DELEGATED

Authority is delegated by the Associate Commissioner for Adult, Vocational, and Library Programs to—

1. Approve State plans and amendments thereto:
2. Establish and maintain official State plans and State program files;
3. Approve State annual projected program activity reports;
4. Notify States of State grant allotments and grant awards;
5. Establish and maintain Office of Education program and financial records of State plan activities;
6. Adjust and verify Office of Education financial records pertaining to State plan activities;[1] and

PROCEDURES

7. Settle audits made by the Department of Health, Education, and Welfare of activities under State plans.[2]

RESERVATION

The authority herein delegated is subject to the general reservations, Commissioner, and other Office of Education reservations contained in the Delegation of Authority from the Commissioner of Education, effective February 28, 1967.

EFFECTIVE DATES

The effective dates of this delegation is August 1, 1967 for program authorities numbers 1 and 2 and September 1 for number 3.

MEMORANDUM TO J. GRAHAM SULLIVAN, DEPUTY COMMISSIONER OF EDUCATION, FROM NOLAN ESTES, ACTING ASSOCIATE COMMISSIONER FOR ELEMENTARY AND SECONDARY EDUCATION, RE PLANS FOR REORGANIZATION OF BUREAU PROGRAMS, JANUARY 17, 1967

The organization of regional offices to administer Bureau programs will enable the Office of Education to serve more clients better by bringing about a closer working relationship with State and local authorities responsible for deciding how Federal funds will be used. A regional office, serving both grantees and potential recipients of Federal assistance, can best achieve the utilization of grant funds to serve the unique needs of a particular geographic area.

The principles and guidelines to be utilized in the planning and the transfer of headquarters program functions to the regional offices have been set forth in the Secretary's July 29, 1966, memorandum to agency heads, the Commissioner's August 4, 1966, memorandum to the OE executive group, and the Deputy Commissioner's memoranda of September 9 and November 21, 1966. These principles are embodied herein.

REQUIRED ASSURANCE OF REGIONAL SERVICES

The Bureau of Elementary and Secondary Education must be assured that the following supportative services will be provided by the regional office before the plans set out in this memo can be implemented:

1. Personnel services;
2. Legal services;

[1] The regional office will establish procedures to receive and handle fiscal and statistical records and reports from State agencies. Copies of these reports shall be transmitted to headquarters. Any adjustments, changes, or amendments to such reports will also be forwarded to headquarters.

[2] The regional office shall be represented by a Director, AVLP or Program Officer at the exit interview. Their report and recommendations will be submitted to headquarters immediately after the exit interview. Final audit settlement shall not be made by the regional office until 30 calendar days after the audit report is issued.

9. Facilities for fiscal management operation;
4. Statistical services;
5. Contract services;
6. Information services;
7. Adequate financial support for program operation (travel, conferences, etc.);
8. Usual administrative support.

It should also be assured that if the regional office is to be a self-contained operating arm of the headquarters office, responsibility and authority for the operation and administration of these programs will be delegated.

It should be further assured that regional staff will possess competencies needed to render special services and assist in integrating National policy with flexibility to meet situations indigenous to an area.

A FULLY REGIONALIZED PROGRAM

To establish a more complete and common understanding of a fully regionalized program, we are citing in more detail the proposed headquarters functions and regional office functions as outlined in the Deputy Commissioner's memorandum of November 21, 1966, which are common functions of Bureau grant programs to be regionalized. The functions below constitute a structure for further delineation of program activity essential to determining headquarters and field functions and positions needed. Those functions to be retained in the Washington Office and those to be carried out in the regional offices apply to all programs in the Bureau which are being considered for regionalization. There will be some varations depending on the particular program elements which can be delineated later on.

Functions to be transferred to the regional office:

1. Regional Program Development and Leadership Functions:
   - (*a*) Review and approve State plans, assurances, proposals, and applications, and amendments thereto.
   - (*b*) Maintain official State program files.
   - (*c*) Establish and maintain communications with all grantee agencies, including answering inquiries pertaining to program administration.
   - (*d*) Provide program leadership through regional, State and/or local conferences, workshops, personal contacts, etc.
   - (*e*) Conduct program reviews and site visits.
   - (*f*) Approve Projected Activities report of program operation.
   - (*g*) Review annual reports, exclusive of fiscal reports.
   - (*h*) Develop and submit annual program operating plans.
2. Grant Management Functions:
   - (*a*) Review of fiscal aspects of State plans, proposals, and applications.
   - (*b*) Notify grantees of grant awards.
   - (*c*) Advise State educational agencies and other grantees on grant management matters.
   - (*d*) Provide financial management advice to the professional staff in the regional office.
   - (*e*) Maintain State program and expenditure records.
   - (*f*) Review and adjust financial reports.
   - (*g*) Review and settle audits.

Program and Bureau staff offices at Washington headquarters will continue to perform the following functions:

1. Program Development and Leadership Functions:
   - (*a*) Develop long-range program plans and overall program policy.
   - (*b*) Develop and issue regulations, instructions, forms, guidelines, operating manuals, procedures, etc.
   - (*c*) Develop in cooperation with regional office annual plans of regional office operations to achieve National program goals.
   - (*d*) Evaluate programs, including determination of progress toward accomplishment of established program goals.
   - (*e*) Provide technical professional support for regional program operations and activities.
   - (*f*) Orient and train professional field staff at headquarters and in the field on program operations, management, and policy.
   - (*g*) Resolve program and policy questions.

(*h*) Formulate and propose legislation and budget justifications and handle relationships with Congressional committees.
(*i*) Prepare national program reports.

2. Grant Management Functions:
(*a*) Transmit allotment notices to Congress and to the States.
(*b*) Advise and train regional office staff in the financial management of grant programs.
(*c*) Develop or revise financial report forms.
(*d*) Reallot funds to the States and other grantees.
(*e*) Tabulate financial and statistical data.

State Plan Grant Programs (Titles III and V–A, NDEA; Section 12, NFAHA; and Title II, ESEA)

The regionalization of these grant programs, in accordance with the above statement of functions for the central office and the regional offices, will proceed at the rate of one region per month, starting with Atlanta on March 1, Dallas on April 1, etc., with the final region to be operative by November 1967. As each operation is initiated, a cadre of OE central staff will be sent to each regional office to effect the smoothest possible transfer of functions from the central office to the regional office. Following this, a proper announcement of the regionalization of these programs will be made by headquarters.

To perform the regionalized functions for the four programs listed above, it is estimated that each regional office will require the following personnel:

3 Program Officers;
1 Grant Management Officer;
2 Secretaries.

The Bureau will be able to transfer 25 personnel positions from the Division of Plans and Supplementary Centers to the regional offices to partially meet the staffing requirements for these four programs.

Title I, ESEA

At present there are ten Title I program officers operating in seven regional offices. These persons are working in close liaison with State program directors, regional representatives of OEO, and welfare and public health officials. They are conducting State reviews of Title I operations and site visits to Title I projects and are serving as resource persons in State and regional meetings. They work closely with the area desks in headquarters on all technical matters pertaining to the State program or individual projects. For the most part, their role continues to be one of being the eyes and ears of headquarters. Program leadership and management, technical assistance and advice continue to be supplied by headquarters.

We propose the assignment of at least three Title I program officers to each of the regional offices not now staffed with these Title I representatives.

Until such time as additional functions warrant additional personnel the Title I program officers will continue to—

1. Provide leadership in fostering improvement of Title I programs, evaluating the effectiveness of programs, and assuring compliance with requirements for the use of Federal funds;
2. Conduct program reviews and stie visits;
3. Report to the central office on reviews and site visits, observations and specific recommendations, and progress of the State in attaining Title I objectives;
4. Maintain continued contact with State agencies on problems of effective fund utilization and local administration of grant funds.

Regionalization of Title I Special Programs

We propose to develop within the next two weeks a phasing schedule to begin April 1, 1967 whereby specific headquarters functions related to the operation and administration of programs for the neglected and delinquent, migrant and Indian children will be transferred to regional offices. Program officers assigned to regional offices to assist in these special Title I programs will perform those functions set forth in this paper as program and leadership functions and grant management functions to the extent applicable. In addition, and more specifically, these field officers will—

1. Provide field admiistration of the new programs;
2. Monitor programs developed and approved;
3. Review and recommend approval of State plans for migrant programs by the Regional Assistant Commissioner (both inter- and intra-State programs);

4. Review of programs in operation, contractual arrangements, relationships and practices to assure quality programming and administrative efficiency;

5. Review acceptability and suitability of projects approved for the education of neglected and delinquent children in State institutions and local school districts and service them in cooperation with State agencies;

6. In cooperation with Regional Bureau of Indian Affairs officials, service all BIA proposals originating in the region before transmittal to BIA for approval, and advise headquarters concerning such programs;

7. Assure the use of funds for quality programs to best meet the unique and particular educational needs of the geographic areas to be served;

8. Muster interest, support and participation of other Federally funded programs, other agencies and organizations in Title I activities.

Full regionalization of the operation and administration of these programs will be completed by July 1, 1967. Authority to approve migrant programs will be vested in the RAC as regions become fully operational between April 1 and July 1, 1967.

Regionalization of Regular Title I Programs

A plan of regionalization of regular Title I program functions will be submitted by June 1, 1967. All non-headquarters functions of the Title I program will be fully regionalized by December 1, 1967. The plan will envision the transfer of functions and to the extent practicable, positions to the regional offices in accordance with the basic plan for full regionalization of Bureau grant programs.

Title III, ESEA

At present, Title III personnel are located in the Atlanta and San Francisco Regional Offices. An area desk chief and a program management officer are in the Atlanta Office as a pilot operation. One program management officer and an administrative assistant assigned to the Atlanta Area Desk (II-Southeast) are located in the Washington office. The staff in Atlanta performs most of the same functions as an Area Desk in Washington, except that project applications are received in the Central Office and assigned here to outside evaluators and to readers within the Office of Education. The Area Desk II program management officer and the administrative assistant in Washington answer all Congressional inquiries for the area, receive visitors who come to Washington from the States in the region, maintain liaison with the Contracts Branch in Washington, and consolidate the evaluations of reviewrs on each project proposal.

One program management officer from Area Desk V (West Coast) is now based in the San Francisco Regional Office while all other members of the Area Desk V staff are in Washington. The program management officer in San Francisco makes on-site visits to projects in California, receives inquiries from potential applicants, and in conjunction with the California State Department of Education, provides program development services. Since a contracts negotiator also is located in the San Francisco Office, all contract negotiations, amendments, and continuation of grants requests are handled in the San Francisco office.

Shortly after July 1, 1967, The Bureau of Elementary and Secondary Education will compare the Atlanta and the San Francisco operations along with the plan for full regionalization as set out in this paper, to determine what mode of regionalization would be most appropriate. Consideration is being given to legislative amendments to make Title III a partial State grant program, which would greatly influence the regionalization pattern.

Title V, ESEA

Regionalization of Title V programs under Section 503 only of the ESEA to strengthen State departments of education will begin following July 1967 based on plans submitted by June 1, 1967 and fully implemented by December 1, 1967.

Title V–B and XI NDEA, Title V–C HEA, and Sec. 13 NFAHA

The National character of the institute programs does not allow for regionalization. (During fiscal year 1968, each regional office will be assigned at least one manpower development officer. While he will not have any program responsibility for the institutes, he will be involved with overall manpower problems in the region.)

SAFA

There are now regional staff operating out of all regional offices on program matters. Plans for further regionalization are under study. Definitive procedures will be submitted following consideration of this study. It is feasible that this

program can be regionalized pending the resolution of questions concerning staffing, payment procedures, and property certification functions.

Teacher Corps

Projected plans call for placing an NTC program officer in several of the regional offices to provide services toward strengthening and improving programs, monitoring programs, and working with interested agencies and groups, as well as to coordinate the NTC program with other Bureau programs at operating levels. Regionalization of functions await Congressional action on extension of authorizing legislation and level of funding.

Operating Functions—Bureau Office of Field Services

The functions of the Bureau Office of Field Services are as follows:

Serve as arm of the Bureau in coordinating the work of the regional offices and the operating Bureau program offices on all matters pertaining to the overall effectiveness of regional office activities.

Maintain a working relationship with the Office of the Associate Commissioner for Field Services in all matters pertaining to regional operations of Bureau Programs.

Plan and prepare for the transfer of Bureau program functions and positions, including personnel, to the regional offices, in cooperation with the Commissioner's Office of Field Services.

Monitor field operations of the Bureau programs and assist headquarters program directors in the resolution of problems, issue, and concern.

Assist regional program staff in obtaining needed information and services.

Consult with regional offices on the recruitment of all personnel above GS 7 and the appointment of staff GS 14 and above.

Coordinate field travel with headquarters travel.

Assist Bureau staff in arranging for National and regional conferences and State meetings; fulfilling speaking engagements, and attending necessary functions.

Assist the Bureau in establishing comprehensive training program for new personnel going to the regional offices and assist regional offices in conducting training sessions for all personnel.

Establish a system for rapid dissemination of program materials, policy issuances, and the like to the regional offices to keep them abreast of all current developments as well as to assure a continual flow of field program operational information to the Bureau.

Foster the development of program "cookbooks" containing all program policies, instructions, interpretations, rulings, and other information concerning the operation of each regionalized Bureau program.

Approved:

J. GRAHAM SULLIVAN, *Deputy Commissioner of Education.*

MEMORANDUM TO DR. CARL E. SEIFERT, REGIONAL ASSISTANT COMMISSIONER, (CHARLOTTESVILLE), FROM NOLAN ESTES, ASSOCIATE COMMISSIONER FOR ELEMENTARY AND SECONDARY EDUCATION, RE DELEGATION OF AUTHORITY, JUNE 29, 1967

The Associate Commissioner for Elementary and Secondary Education hereby delegates to the Regional Assistant Commissioner (Charlottesville) the authorities set forth below for the administration in the States comprising Region III of the following statutory programs:

1. Financial Assistance for Strengthening Instruction in Critical Subjects. Title III, National Defense Education Act; (Title 20, United States Code, Section 441).

2. Guidance, Counselling and Testing. Title V–A, National Defense Education Act; (Title 20, United States Code, Section 481).

3. Financial Assistance for Strengthening Instruction in the Humanities and the Arts. Section 12, National Foundation on the Arts and the Humanities Act of 1965; (Title 20, United States Code, Section 961).

4. School Library Resources, Textbooks, and other Instructional Materials. Title II, Elementary and Secondary Education Act; (Title 20, United States Code, Section 821).

The authority herein delegated shall be exercised consistent with the regulations, guidelines and other national program policies and objectives established by the Commissioner of Education and the Associate Commissioner for Ele-

mentary and Secondary Education. The authority herein delegated shall be administered according to the assignment of functions as established by the Commissioner of Education for regional offices and headquarters.

AUTHORITY DELEGATED

Authority delegated by the Associate Commissioner for Elementary and Secondary Education to Regional Assistant Commissioner is to—

1. Approve State plans and amendments thereto;
2. Establish and maintain official State plans and State program files;
3. Approve State Projected Activity reports of program operation;
4. Notify State of grant awards;
5. Establish and maintain Office of Education program and financial records of State plan activities;
6. Adjust Office of Education financial records pertaining to State plan activities;
7. Settle audits of State plans made by the Department of Health, Education, and Welfare.

RESERVATION

The authority herein delegated is subject to the general reservation, Commissioner, and other Office of Education reservations contained in the Delegation of Authority from the Commissioner of Education, effective February 28, 1967.

EFFECTIVE DATE

The effective date of this delegation of authority is July 10, 1967.

MEMORANDUM TO DR. LLOYD A. GARRISON, REGIONAL ASSISTANT COMMISSIONER (DENVER), FROM NOLAN ESTES, ASSOCIATE COMMISSIONER ON ELEMENTARY AND SECONDARY EDUCATION, RE DELEGATION OF AUTHORITY, APRIL 17, 1967

The Associate Commissioner for Elementary and Secondary Education hereby delegates to the Regional Assistant Commissioner (Denver) the authorities set forth below for the administration in the States comprising Region VIII of the following statutory programs:

1. Financial Assistance for Strengthening Instruction in Critical Subjects. Title III, National Defense Education Act; (Title 20, United States Code, Section 441).
2. Guidance, Counseling and Testing. Title V–A, National Defense Education Act; (Title 20, United States Code, Section 481).
3. Financial Assistance for Strengthening Instruction in the Humanities and the Arts. Section 12, National Foundation on the Arts and the Humanities Act of 1965; (Title 20, United States Code, Section 961).
4. School Library Resources, Textbooks, and other Instructional Materials. Title II, Elementary and Secondary Education Act; (Title 20, United States Code, Section 821).

The authority herein delegated shall be exercised consistent with the regulations, guidelines and other national program policies and objectives established by the Commissioner of Education and the Associate Commissioner for Elementary and Secondary Education. The authority herein delegated shall be administered according to the assignment of functions as established by the Commissioner of Education for regional offices and headquarters.

AUTHORITY DELEGATED

Authority delegated by the Associate Commissioner for Elementary and Secondary Education to Regional Assistant Commissioner is to—

1. Approve State plans and amendments thereto;
2. Establish and maintain official State plans and State program files;
3. Approve State Projected Activity reports of programs operation;
4. Notify State of grant awards;
5. Establish and maintain Office of Education program and financial records of State plan activities;
6. Adjust Office of Education financial records pertaining to State plan activities;
7. Settle audits of State plans made by the Department of Health, Education, and Welfare.

RESERVATION

The authority herein delegated is subject to the general reservation, Commissioner, and other Office of Education reservations contained in the Delegation of Authority from the Commissioner of Education, effective February 28, 1967.

EFFECTIVE DATE

The effective date of this delegation of authority is May 1, 1967.

MEMORANDUM TO GEORGE HANN, REGIONAL ASSISTANT COMMISSIONER (DALLAS), FROM NOLAN ESTES, ASSOCIATE COMMISSIONER FOR ELEMENTARY AND SECONDARY EDUCATION, RE DELEGATION OF AUTHORITY, MARCH 23, 1967

The Associate Commisioner for Elementary and Secondary Education hereby delegates to the Regional Assistant Commissioner (Dallas) the authorities set forth below for the administration in the States comprising Region IV of the following statutory programs:

1. Financial Assistance for Strengthening Instruction in Critical Subject. Title III, National Defense Education Act: (Title 20, United States Code, Section 441).
2. Guidance, Counseling and Testing. Title V–A, National Defense Education Act; (Title 20, United States Code, Section 481).
3. Financial Assistance for Strengthening Instruction in the Humanities and the Arts. Section 12, National Foundation on the Arts and the Humanities Act of 1965; (Title 20, United States Code, Section 961).
4. School Library Resources, Textbooks, and other Instructional Materials. Title II, Elementary and Secondary Education Act; (Title 20, United States Code, Section 821).

The authority herein delegated shall be exercised consistent with the regulations, guidelines and other national program policies and objectives established by the Commissioner of Education and the Associate Commissioner for Elementary and Secondary Education. The authority herein delegated shall be administered according to the assignment of functions as established by the Commissioner of Education for regional offices and headquarters.

AUTHORITY DELEGATED

Authority delegated by the Associate Commissioner for Elementary and Secondary Education to Regional Assistant Commissioner is to—

1. Approve State plans and amendments thereto;
2. Establish and maintain official State plans and State program files;
3. Approve State Projected Activity reports of program operation;
4. Notify State of grant awards;
5. Establish and maintain office of Education program and financial records of State plan activities;
6. Adjust Office of Education financial records pertaining to State plan activities;
7. Settle audits of State plans made by the Department of Health, Education, and Welfare.

RESERVATION

The authority herein delegated is subject to the general reservation, Commissioner, and other Office of Education reservations contained in the Delegation of Authority from the Commissioner of Education, effective February 28, 1967.

EFFECTIVE DATE

The effective date of this delegation of authority is March 1, 1967.

MEMORANDUM TO DR. CHARLES J. MARTIN, REGIONAL ASSISTANT COMMISSIONER (ATLANTA), FROM NOLAN ESTES, ASSOCIATE COMMISSIONER FOR ELEMENTARY AND SECONDARY EDUCATION, RE DELEGATION OF AUTHORITY

The Associate Commissioner for Elementary and Secondary Education hereby delegates to the Regional Assistant Commissioner (Atlanta) the authorities set forth below for the administration in the States comprising Region IV of the following statutory programs:

1. Financial Assistance for Strengthening Instruction in Critical Subjects. Title III, National Defense Education Act; (Title 20, United States Code, Section 441).
2. Guidance, Counseling and Testing. Title V-A, National Defense Education Act; (Title 20, United States Code, Section 481).
3. Financial Assistance for Strengthening Instruction in the Humanities and the Arts. Section 12, National Foundation on the Arts and the Humanities Act of 1965; (Title 20, United States Code, Section 961).
4. School Library Resources, Textbooks, and other Instructional Materials, Title II, Elementary and Secondary Education Act; (Title 20, United States Code, Section 821).

The authority herein delegated shall be exercised consistent with the regulations, guidelines and other national program policies and objectives established by the Commissioner of Education and the Associate Commissioner for Elementary and Secondary Education. The authority herein delegated shall be administered according to the assignment of functions as established by the Commissioner of Education for regional offices and headquarters.

AUTHORITY DELEGATED

Authority delegated by the Associate Commissioner for Elementary and Secondary Education to Regional Assistant Commissioner is to—

1. Approve State plans and amendments thereto;
2. Establish and maintain official State plans and State program files;
3. Approve State Projected Activity reports of program operation;
4. Notify State of grant awards;
5. Establish and maintain Office of Education program and financial records of State plan activities;
6. Adjust Office of Education financial records pertaining to State plan activities;
7. Settle audits of State plans made by the Department of Health, Education, and Welfare.

RESERVATION

The authority herein delegated is subject to the general reservation, Commissioner, and other Office of Education reservations contained in the Delegation of Authority from the Commissioner of Education, effective February 28, 1967.

EFFECTIVE DATE

The effective date of this delegation of authority is July 10, 1967.

Dr. HANSFORD. Could I comment on that, please?

Senator MORSE. Yes.

Dr. HANSFORD. I have studied this problem personally for many years. The other chiefs have done the same. But let me speak vividly on this at this time.

I think the regional offices are unnecessary. I think they are undesirable. I say that they are unnecessary because in our experience with title I and title II we have not had problems that needed them on local decisions, local determinations.

I would also point out that when you put a regional office in Denver it still is just as far in time and travel, the transportation being what it is, from some of the areas within our region as is Washington. Our business on title I and title II has been conducted by phone or by letter, and we can certainly conduct that just as well with Washington as we can with Denver.

I say it is undesirable because I am sure that it is going to lead to direct supervision and inspection of these programs.

Now, I think it is expensive in time and effort on the part of Federal officials and also on the part of State officials. We have already ex-

perienced a great increase in correspondence. I think that it tends to lead directly to Federal intervention in affairs that I think should be left to the States and the local communities.

Now, I do not object to some of the aspects of the regional office, but when they get concerned with curriculum in the local schools and teaching procedures in the local schools, as they undoubtedly will when they start visiting the schools to check on title I and title II, and to a degree title III projects, then they are interfering, and this is leading to the worst kind of Federal control.

I have said many times to Commissioner Howe and others, that whereas they want to start with nine regional centers, I think that it is not hard to envision the time very soon when they will want 50 of them. We have 50 State departments of education, and these people can very easily handle these kinds of assignments. We do know that in California they are already establishing a branch office of the regional office.

Now, again let me repeat that experience indicates that we do not need this kind of proliferation of Federal offices. Our experience in dealing directly with Washington has been that we can accomplish our objectives very effectively.

So I say that the primary purpose is to establish a closer, more direct liaison with local school districts, which I do not think it is any business of the U.S. Office of Education.

Senator MORSE. Thank you very much, Superintendent Hansford. I am going to call on Superintendent Minear now, and in calling on him I want to point out that—am I out of order? He is the next one on my list. Is Superintendent Nix next?

Dr. KIERNAN. Dr. Minear is next, Mr. Chairman. I think Dr. Nix merely had a comment on the question raised by Senator Dominick?

Senator MORSE. I beg your pardon. Let me finish what I was going to say to Dr. Minear.

In our State, speaking for myself, I think there has been a lot of confusion and unfair criticism of the Green amendments. I have answered some of that criticism publicly in the State, because as Superintendent Minear knows, the Congresswoman and I, because of our respective positions on Education Subcommittee in the two Houses have worked together trying to hammer out in both bodies and then hammering out in conference between both bodies, Federal aid to education legislation that gets us at least that one vote over 50 percent which is necessary to pass any bill.

Not speaking for Mrs. Green, but speaking of my interpretation of the motivation of her amendments, that motivation or objective has been to give greater protection to the danger of a developing Federal intervention in educational policies at the State and local level, which is usually referred to as various forms of Federal control. She and I have held to the same point of view on that issue. I have battled for it since 1946 when I was a cosponsor of the first education bill that my name appeared on and then was a cosponsor of the famous Taft bill of 1947.

1947 TAFT BILL

If he did not build the foundation upon which was to be built the structure of Federal aid to education, no one has. That foundation was built on his oft-repeated assurance to the American people in respect

to his bill that he supported Federal aid to education on the principle that there should be no Federal intervention in the determination of educational policy at the local level. We did not have at that time in the educational controversy, too much about civil rights, but even Bob Taft made perfectly clear, and I have emphasized it time and time again since, that the Federal authorities should be limited to, as far as policy is concerned, constitutional questions. Let's face the delicate but tough one. It is a real one, too. If a State follows a policy that contravenes constitutional rights, then the Federal Government has not only the right, but the duty to intervene to insist that constitutional rights be carried out. That is why we have gotten into this long controversy over the civil rights issue in respect to the administration of Federal education statutes. I do not intend to go into it this morning. I only mention it now because it deals, in my judgment, with what I understand to be the motivation of the Green amendments; namely, that they seek to give greater protection to the States as far as Federal intervention is concerned.

Now, it is up to the Department of Health, Education, and Welfare to make the case before this Subcommittee, as far as our final recommendations are concerned on the Green amendments, because I happen to think a legislative prima facie case, a legislative prima facie case in view of the House action rests in their favor at the present moment, and those that think that the Green amendments ought to be eliminated, I think, have their burden of proof. I have already made reference to what the Department has said in testimony in respect to them. I think some of them they can live with. I think there are one or two that they think ought to be modified. It does not eliminate the Quie amendments, but the Quie amendments no longer have a legislative prima facie case in support of them as far as this chairman is concerned, because they did not prevail in the House. That does not mean that they cannot make one for them before this Subcommittee, but they do not come over here in that preferred position as the Green amendments in my judgment, do. I go back to what I said, we have to hammer out throughtful compromises that are necessary to get that one vote over 50 percent to get some legislation passed, and then do the same thing in conference. So I hope, Mr. Minear, when either you testify or in cooperation with your colleagues, you file a supplemental statement you will dwell on the point the chairman is now raising. I want to know what your position is as an organization, not as individuals—as an organization in regard to the Green amendments, the Quie amendments, and in regard to your objections to the administration bill and its various parts as it is now before the committee.

With that statement, I am going to call on Superintendent Nix.

REGIONAL OFFICES

Mr. Nix. Let me, Mr. Chairman, comment relative to the regional office set up.

In Atlanta we have one of the more fully staffed, I suspect, regional offices in the Nation. And it was my understanding initially that this regional office would be given a considerable amount of authority to operate. We have not found this to be entirely accurate, as I indicated in a letter in response to one from Commissioner Howe back in February, advising me of the establishment of the regional office.

As some examples, let me cite the approval of MDTA projects, training projects. We still do not have these fully approved in the regional offices. They still have to come to Washington. We do have some simple State plan amendments, and things of that nature, that they do handle locally, perhaps a little review, program review, and things of that nature. But when it comes down to making a regional decision, they do not have the authority.

Two recent examples in our State concern projects under title III. We have a man in our regional office who is supposed to have the authority to work with the States and with our staff member that has full responsibility and full-time responsibility for title III in approving some "mini grants." These are small projects, as the word implies. We had more than 20 of these submitted from the systems in the State, and my staff member ranked these in order of 1 through the total number. We learned that only three could be approved. The regional office could not approve the three. They concurred with our suggestions but in the transmital of this information to the Washington office there was a mixup and mistake, and number 19 as ranked by our staff member was approved by the Washington office, and the system was no notified by telegram, and the Members of Congress, or the Member of Congress from that district. Later we were contacted by the regional office asking if we would not intercede for the regional office since this project was not a desirable project and request the local superintendent to withdraw it since perhaps one of the members of his staff was more interested in the project than the system's superintendent. My response to this request was "You made the mistake; you correct it."

Senator MORSE. That is a perfectly fair response.

Dr. NIX. I would like to make one other comment relative to this title III business.

Senator DOMINICK. What happened to the others?

Dr. NIX. Sir?

Senator DOMINICK. What happened to the others?

Dr. NIX. We got two of the three that we recommended approved.

Senator DOMINICK. That is a pretty good batting average.

Dr. NIX. Recently we had a contact by one of the associate commissioners through one of the large systems in the State relative to submitting a title III proposal. This regional man contacted our staff man, and he discussed this with him and recommended that it not be submitted as requested by the associate commissioner, since it did not, in our opinion comply with the intent of Congress as spelled out in title III of ESEA.

Later the project was submitted directly to Washington, not through the State department of education. We did not receive a copy of it, as spelled out in the legislation that we are supposed to receive a copy. It was later approved by the Washington office, and we learned about it when they notified the system and sent us a copy of it being approved. We had not received a copy of the project at that time.

Senator MORSE. Thank you very much. All right, Dr. Minear, I want you to proceed now. We have been told that Dr. Minear is our State superintendent of education. I have already expressed my very high evaluation of the remarkable job he has been doing for our State for some time.

You may proceed in your own way.

STATEMENT OF HON. LEON P. MINEAR, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION, SALEM, OREG.

Dr. MINEAR. Thank you, Mr. Chairman, Senator Dominick. I would like to start by saying that my remarks will be informal. I do not have a prepared statement. I was in Washington yesterday in my capacity as an individual adviser to the U.S. commissioner in a meeting which I attend about once a month, and it was only by happenstance that I dropped in to Edgar Fuller's office to find out about this hearing and I found out he had been trying to get ahold of me for a week while I was on vacation. So I beg permission to be able to subsequently send you a written statement for the purposes of the record.

Senator MORSE. Permission is granted.

Dr. MINEAR. May I say in discussing this legislation at the outset that I feel that Secretary Gardner and Commissioner Howe have done a tremendous job in bringing a massive new program to this country. I know of no two men who in this particular trying time with this legislation, could probably have surmounted the difficulties to the extent with which they have.

OREGON STATE BOARD OF EDUCATION RESOLUTION

I would like also to say to you, Senator Morse, that the State board of education in Oregon at its last meeting passed a resolution commending you, sir, for your services to public education, and commending you for the forthright, courageous and energetic manner in which you have pursued the ends of Federal-State and local partnership in the development of the American school system.

Senator MORSE. Well, I hope, Mr. Superintendent, that you included the name of every member of this subcommittee on both sides of me because I have done nothing that the subcommittee is not responsible for. It would be less than human if I did not appreciate your words, but I want to say once again while Senator Dominick is here, I have never taken a bill to the floor of the Senate that I did not have the support of both sides of this committee.

Now, that does not mean that any one member of the committee, Democrat or Republican, agreed with everything in the bill, but they agreed that the bill that we worked out here was a bill that should go to the floor of the Senate for its consideration. I am never going to take a bill to the floor of the Senate in which I cannot have overwhelming bipartisan support, and that is what I mean, Dr. Minear, when I say that the chairman does not deserve the credit; the full committee deserves the credit, and I appreciate the resolution you passed, but I will receive the resolution in the name of the full committee.

Dr. MINEAR. Fine, sir. We will see that that correction is made in the resolution. It is quite well taken.

Senator DOMINICK. Just to add to the record on that, I would say that the chairman is being more than modest. He does a tremendous job and so does the staff on this committee, and it is really a pleasure to work with them.

Dr. MINEAR. Well, Mr. Chairman, I think within the Office of Education and the Office of the Secretary of Health, Education, and Welfare, we have many fine administrators who are doing their best to

carry through the intent of Congress as they understand it and as the legislation is written. However, this Federal legislation did give some controls to the offices here in Washington that some of us out in the States look at with some question.

STATE CONSTITUTIONAL PROVISIONS

I would like to say that the Oregon School Board Association at several of its conventions has gone on record urging the Congress to look at some of these bills, some portions of the bills and make certain that State departments of education retain their constitutional—and I am talking about State constitutional provisions that they shall be in charge of public schools. The Oregon Association of School Administrators has similarly gone on record to this extent.

REGIONAL LABORATORIES, TITLE IV, ESEA

Now, Mr. Chairman, the House hearings and the three volumes that they produced, mentioned over and over again a design for Federal involvement with public education, and we have mentioned one of the principal components of the design in nine regional offices already. There are other existent organizations in the design, the Research and Development Center for Education, and we have one of these at the University of Oregon, the regional laboratories, of which I understand there are 22. We have one of these in Portland. These, also, are mentioned as a part of this overall design, and it is my concern that the regional labs that are funded under title IV of ESEA have, to some extent, in some locations, become competitive with State departments of education.

But particularly, I want to call your attention to the title III centers. This in a direct Federal local involvement which concerns me. This, also, is on a par with some of the legislation that went into the Office of Economic Opportunity which funded, amongst other things, the Headstart program and funded a program called Follow-Through, which is new to some of us, a program for which I had the honor to chair a committee of educational colleagues which provided nationally for the division of funds for innovation.

TRANSFER OF HEADSTART TO OE

Senator DOMINICK. Doctor, I wonder if I could interrupt there. I yesterday asked and announced that I was going to offer an amendment to transfer Headstart to the Office of Education, and they were talking about Follow-Through as well, which is a $2.5 million program to coordinate, I gather, between the poverty program and the Headstart program under the local school districts. Do you see any problem that would be involved in transferring this over into the public school system, the Headstart program?

Dr. MINEAR. No; I do not. I believe the Council of Chief State School Officers favors this transfer.

I might say that it was a $135 million program, of which just $3 million was in the innovative area. And this next year we are working on the $3 million. The following year on the balance of the $135 million.

Senator DOMINICK. I'm going to need maximum support because the Office of Education has announced that it is against it because of

the overall administrative problems they have got and the need for coordination with the Office of Economic Opportunity. So we have got some problems.

CHURCH-STATE ISSUE

Dr. MINEAR. We will be prepared to give you support on that, sir. I think the church-State issue, of course, gets involved in some of this, but regardless of this—Follow-Through particularly is in grades 1, 2, and 3, the primary grades, and regardless of the source of the legislation, if it is offered in the public schools of the State, of any of the 50 States, it would have to be offered through the Office of Education, superintendent of public instruction, or the State commissioners, and as a result more properly we feel it ought to be in the U.S. Commissioner's Office. This perhaps would take care of a problem which came up several years ago when they had to appoint a Government-wide committee, on which originally Commissioner Keppel sat as chairman, to coordinate the many different Federal agencies in the field of public education.

Now, Mr. Chairman, going ahead, it is my purpose to say to you that we are concerned with Federal-local expenditures primarily and the principle involved, because we feel that public education in the United States is a function of States. And knowing constitutional law as you do, sir, I am certain that you recognize the 50 States of the Union have brought together in their constitutions, responsibility and accepted this responsibility for public education. We firmly believe with you that the Federal Government has an interest, and indeed an obligation to assist the States in the discharge of this responsibility.

COMPETENCY TO ADMINISTER TITLES I AND II

Now, title III has been mentioned here as being administered and directed by the U.S. Office of Education. This is one of the smaller titles. We do administer title I, which is by far the largest title, and I have not heard any question about the Department of Education's competency in administering title I, which in our State originally involved about seven or eight times as much money as appeared in title III.

We also administer title II, which is about the same size as title III, and no one has questioned our competency there.

What then is the derivation or the origin of the competency of the U.S. Office of Education to approve title III projects? I think this is interesting, and if you examine the mechanism which they use, you can chuckle over it. They have a panel of research consultants which they employ to read proposals, and I hesitate to say these are the distinguished educators around the country, because several of them are sitting before you.

What I am saying in gist is that they hire us to pass on each other's proposals. Thus I am competent to pass on a proposal for Colorado, and the commissioner from Colorado is competent to pass on a proposal from Oregon, but as an elected official in my State I am not competent, apparently, under this law to pass on expenditures of funds in my own area.

Now, Mr. Chairman, money is power; power to innovate is control. Power to innovate is control of the direction of public education. The

approval of the State superintendents on this directive measure of title III have not always been followed, as has been indicated here, and I want to give you a few examples from Oregon.

OREGON COUNCIL FOR CURRICULUM AND INSTRUCITON

Early with the onset of Public Law 89–10 and some of the conferences and hearings that preceded it, former Commissioner of Education Keppel and your superintendent from Oregon had many discussions concerning this particular problem. We developed at his request a mechanism called the Oregon Council for Curriculum and Instruction, 10 area-wide administrative bodies. This was to provide, at Commissioner Keppel's suggestion, a mechanism to administer title III money and to provide leadership for exemplary services and regular school services that were not available in the existing organizations.

Subsequently, after we had established this mechanism at great expense and effort to those of us in the State, the title III Advisory Committee, not knowing of our efforts, ruled that money would not be spent on school services but only on exemplary services. We thought this was an abridgment of the wishes of Congress. The bill called for the title III funds to be spent on two bases, exemplary or innovative and service centers. Service centers were not funded. At the request of this advisory committee they thought this was counter to the legislation and to the wishes of Congress.

Now, because of the time factor, I will skip over this very quickly. But, Mr. Chairman, you will notice the mid-Columbia area of our State. In our State we had one five-county group that organized to provide an area center to administer title III money. It was Columbia County, Gilliam County, Wheeler County, Hood River, and Sherman Counties. This group banded together at our request and developed an organization which was subsequently funded by title III. Apparently the idea was a pretty good one. It also became the basis of what we hope ultimately will become a new intermediate education district to replace the old county superintendent offices in our States because we are in the throes of this reorganization.

Subsequently, two of these counties together with two counties across the Columbia River in Washington, received a title III project on art education. Three of these counties received a subsequent title III application for an instructional material center. The five counties finally came to us and said:

> Look, we have five organizations that are working with funds at this intermediate level. Isn't there some way we could get a State plan and put together some sensible organization of these counties so we could extend these funds to the maximum benefit?

I asked what was the matter, why couldn't they. They pointed out that beside the county superintendent and the county board of education, we now had a board administrator for the five-county area under one title III project, a board and administrator of the four-county art education title III project, a governing board for the three of these counties for the Instructional Material Center, and also a board for the new Oregon Council for Curriculum and Instruction.

What I am saying to you is that without a State plan that makes sense at home we begin to have a competitive organization.

OPERATIONAL CHARGES OF TITLE III UNDER A STATE PLAN

Now, what would we do differently if we had a State plan than what we are now doing? We probably would have one board there instead of five overlapping agencies. This kind of proposal that had gone in would probably be not too much different excepting the State, together with this five-county area would have the option to do something that I suspect those five counties want to do.

We are deeply concerned, Mr. Chairman, with the affairs of public education that we are reading about in the papers of this country. We are concerned about the ghetto situation and the large breakdown that we read about. We see it on television every night. We think this could happen in our State, yours and mine, maybe not this year but perhaps 10 years down the road. What is our responsibility to now see that this situation does not happen?

I think part of this is the responsibility of the public schools, only a part, but a definite part, and the part for which I have responsibility should be organized in some way that we can get the maximum benefit out of these dollars.

We have a proposal which we subsequently will submit to Washington. Washington will fire it back to the people out in the country and say "Does this make sense?" Our proposal makes sense to us, and we would like to see our proposal decided on closer to home.

I would like to call the chairman's attention to the fact that Tillamook County and Clatsop County in our State have an organization of school superintendents and without exception those superintendents petitioned the chairman of this committee to try and establish a State plan so that they would not have to journey to Washington, to call Washington and come here to try and get their needs taken care of under title III.

What I am really saying is that this five-county group, Mr. Chairman, finds that the bureaucracy which we have established to fulfill the desires of Congress is impeding the freedom of the State department of education and the local people in attacking some of our problems.

I support H.R. 7819's modification of Public Law 89–10.

Mr. Chairman, I want to thank you for this opportunity to be heard, and I will provide you subsequent documentation of my remarks.

Senator MORSE. I want to thank you very much for your testimony. Senator Dominick?

Senator DOMINICK. No, sir; I have no questions.

Senator MORSE. Now, it is my pleasure to call on the State superintendent of schools of Georgia, Mr. Nix.

STATEMENT OF JACK P. NIX, STATE SUPERINTENDENT OF SCHOOLS, ATLANTA, GA.

Mr. NIX. Thank you, Mr. Chairman.

Senator MORSE. If you will permit me to say something off the record for a moment.

(Discussion off the record.)

Mr. NIX. Mr. Chairman, for the sake of time, I have a prepared statement. I would like to request it become a part of the hearings, but I will talk briefly from notes.

Senator MORSE. The full statement of Superintendent Nix will be inserted in the record at this point.

(The prepared statement of Mr. Nix follows:)

PREPARED STATEMENT OF JACK P. NIX, STATE SUPERINTENDENT OF SCHOOLS, ATLANTA, GA.

Mr. Chairman and Members of the Committee, my name is Jack P. Nix. I am State Superintendent of Schools for Georgia. It is an honor and a privilege to have opportunity to appear before this distinguished committee.

As Chief State School Officer for Georgia, I represent more than 1,150,000 boys and girls in our public schools. It is my deep concern for educational opportunities to meet the needs of these children, and children in other states, that I appear before you at this time.

Mr. Chairman, I am sure I express the sentiment of those who have responsibility of providing leadership and guidance toward the realization of an equal educational opportunity for all children when I express gratitude for the support to education which the Congress has made available. Your continued interest and support is sincerely solicited in behalf of the education and development of our greatest national asset, our children.

Before commenting on the legislation being considered, I would like to respectfully call your attention to "Report No. 1 of the Special Subcommittee on Education" of the Committee on Education and Labor of the House of Representatives.

This report is concerned with the detrimental effects of late funding. While I realize this is a matter which has probably been brought to your attention previously, I wish to point out this has been one of major problems in the implementation of federal programs of aid to education. I add my plea that adequate legislative provisions be made to insure federal authorizations, allocations, appropriations and issuance of regulations be so timed that they will coincide, rather than conflict, with educational planning and operation. Instances of frustration because of late funding are most common as is indicated in the report. It is unrealistic to expect competent personnel to be available at a moment's notice, or to be willing to accept employment on an "if" basis. The appropriations bill for federal funds to be used during the 1966–67 school year was signed into law on November 9, 1966. State agencies received official allocations on February 17, 1967. Two-thirds of the fiscal school year had passed before state and local authorities could plan with definite amounts of federal funds and official regulations. I am sure you understand the difficulties encountered with such a delay.

Late funding has definitely prevented our Georgia school systems from realizing the full potential for which the programs were intended. I feel sure other states have found this to be true. It will be most unfortunate if our federal aid to education programs continue to be impoverished because of delay and uncertainty. I earnestly solicit your assistance in alleviating this situation.

Another matter which is of grave concern to many Chief State School Officers is the expansion of the U.S. Office of Education's Regional Offices.

Commissioner Howe advised me by letter in February that the responsibility for administration, operation and servicing of certain federal programs would be transferred to the Atlanta Regional Office, effective March 1, 1967. I immediately responded, indicating my apprehension that this arrangement might provide a vehicle for the U.S. Office of Education to become more involved in state and local administrative processes. Wherever possible, educational functions and authority should be vested in the states. I am unable to subscribe to Secretary Gardner's statement that many state departments of education are so weak and unimaginative that they are not capable of handling responsibilities of approving Title III projects, supplementary centers, etc.

In addition, the establishment of regional offices tends to make federal staff operational in their contacts with local systems, bypassing, in some instances, state staff. If the structure of federal legislation continues giving the Commissioner broad discretionary powers and Congress appropriates funds for additional staff, it is inevitable that a federal program of public education will gradually develop. As you have probably been advised, the Council of Chief State School Officers has gone on record as being opposed to further expansion of the regional offices of the U.S. Office of Education.

TITLE III, ESEA

Under existing law, state departments of education do not have legal authority to approve or coordinate Title III, ESEA projects within their states. There is a direct federal-applicant relationship. The state departments of education are bypassed. The ESEA as presently constituted provides that all rules and regulations be determined by the U.S. Office of Education. Proposals are made directly to the Commissioner who, with advise from an advisory committee provided for in the Act, makes the final determination. If approved, contracts are negotiated directly between the U.S. Office of Education and the applicant, and funds are disbursed directely to the grantee. The only voice presently accorded the states is that of recommendations to the reviewing staff set up by the U.S. Office of Education. These recommendations have not necessarily had significant weight. Local applicants have had the assistance of state personnel in developing proposals, but the U.S. Office has set the overall policies, and all project proposals have been approved or rejected in Washington.

A state plan for the administration of Title III, ESEA should assure increased efficiency in the management of the program within the states, and provide a framework to assure maximum results in both scope and quality.

One of the major purposes of Title III is to narrow the gap between current research to improve instruction and the existing practices in the classroom. Much research needs to be done, the results of which will provide a thorough analysis of the manner in which education is functioning in Georgia. On the basis of this information, Title III programs could be planned. It is my opinion that a continuation of the direct federal-local school relationship will cause confusion, stifle initiative and impair the results of this fine program. It is difficult to exercise leadership without administrative authority.

House Bill 7819, as passed by the House of Representatives on May 25, 1967 and now under consideration by the Senate, would provide for state plans for the administration of this title; thus making the state an active and equal partner in the federal-state-local relationship. If this bill receives final passage, the states would be in position to establish a firm state strategy to administer the program in terms of priorities of needs within the state.

We are in total agreement with the proposed change in the administration of Title III, ESEA.

SECTION 505—SPECIAL PROJECT GRANTS

With state needs far exceeding appropriations, we are of the firm conviction that the *elimination of the 15 per cent "set aside"* of the sums appropriated to Title V, ESEA to be used by the Commissioner for special project grants is wise. The interests of education will be better served if the entire appropriation is allotted in accordance with other provisions of the Act. The states should receive the full amount appropriated for Title V and not have the funds diminished by a "set aside" for use by the Commissioner. This practice gives the Commissioner a greater percentage of the appropriation than is received by any state and, in some instances, several times the amount available to a state under this program. I do not believe this is in the best interests of the purposes of education. The rather vague wording of this section which provides the Commissioner with authority to make grants to pay *"part"* of the cost of experimental projects which in the *"judgment"* of the Commissioner hold promise, etc. is not consistent with rules and regulations which apply to other federal grants requiring strict adherence to rules and regulations.

TRANSFER OF ADMINISTRATIVE FUNDS FROM NDEA TITLES III AND X TO TITLE V, ESEA

Since ESEA Title V is involved in a proposed transfer of funds from Titles III and X of the National Defense Education Act, I would like to comment on this matter.

Title X authorizes funds to improve statistical services in state departments of education. Georgia has been receiving $50,000 a year on a matching basis under this program.

Title III of NDEA (Public Law 85–864, as amended) authorized two programs for the improvement of instruction. Part A authorized an annual expenditure of $110 million, which is matched by state and local school systems on a fifty–fifty basis, for the purchase of instructional equipment and materials. The subjects covered are science, mathematics, modern foreign languages, history, geography, English, civics, reading, economics and industrial arts. Part B, which has an annual authorization of $10 million, provides administrative funds and funds

for employment of subject matter specialists, at the state level, to improve instruction in these ten subjects. The full authorization has never been appropriated. For FY 1967, $79.2 million was appropriated for Part A and $7.5 million for Part B.

The Administration's budget for fiscal year 1968 proposes a reduction in Title III–A to $47 million, a cut of $32.2 million. This is a reduction of 41 per cent compared to the 1967 appropriation. Only $2 million was requested for Part B. The normal $5.5 million for the state instructional supervision program was omitted. Instead, the Congress was asked to increase the appropriation for Title V of ESEA by $5.5 million.

We urge the authorization for Title III be at least the amount available for FY 1967, $79.2 million, and that Title V, ESEA be funded at its authorized amount of $65 million. This would not result in any damage to Title III, NDEA.

Under an amendment passed by the Congress last year, the subject category of industrial arts became eligible for Title III, NDEA support on July 1, 1967. As you know, industrial arts equipment is relatively expensive and the subject is very widely taught. Rather than reducing appropriations for this program, they should be increased. School systems have worked a long time in obtaining funds to meet the matching requirement, and certainly will not be able to assume the burden of making up the difference occasioned by this cut in appropriations.

Many state legislatures appropriate money on a line-item basis. Additional state funds could not be obtained at this late date to replace the Title III and X state administration funds. On the other hand, transferring administrative funds for NDEA III and X to Title V, ESEA would require written projects for the utilization of these funds, giving a complete résumé to the Commissioner, under his existing detailed regulations, of every staff member employed. Programs operated under the National Defense Education Act have been administered more effectively and with less federal control than any funds the Congress has made available. I cannot endorse, nor see how anyone could entertain, the notion that this Act needs to be changed. To be very frank, some of the more recent legislation would be much more effective if administered under rules and regulations of the National Defense Education Act.

Mr. Chairman, and members of the Committee, the fact that I represent a region of this great Nation historically known to support states' rights does not detract from my concern for equal educational opportunities for all children in the nation. I hasten to add I am vitally concerned about the trend that has developed in recent years toward nationalizing our educational program. Public education, to be most effective, must be related to local control—a state responsibility and of national concern. The recent trend toward nationalizing public education in this Nation has given substance to mass education at the expense of the individual. Gentlemen, the individual with his rights and freedoms serves as the foundaton for this great democracy. I plead with you to help us in maintaining a desirable and effective local-state-federal relationship as we continue to build the minds of our people into effective citizens who will make democracy work.

Thank you.

Mr. NIX. Let me say at the outset, Mr. Chairman, and members of the committee, that we are grateful for your continued assistance and that of the committee in helping us to provide educational opportunities for the children of this Nation. I think your record of the past has indicated beyond a shadow of a doubt your concern for all the children in this Nation, and we are grateful for this assistance on your behalf and members of the committee.

Let me say at the outset that I would like to bring up one factor that is not necessarily part of this legislation but one that deeply concerns in administering public school programs in this Nation, and this relates to late funding of programs.

LATENESS OF APPROPRIATIONS

I am sure that you are acquainted with this, Mr. Chairman, but last November, November 9, the appropriations bill was signed into law, but it was February 17 of 1967 before we had the final allocations, the

official allocations to the States and the rules and regulations to operate under. This was two-thirds of the year that had already transpired. I feel like there is perhaps some type of activity on the part of Congress that could help us with this very, very difficult problem. It creates problems in terms of staffing, consistency of planning, and it makes our administrative process relatively difficult.

Senator MORSE. You have my complete sympathy and that of the committee. I think I should say, and you mentioned this, Dr. Minear, last week I had a conference called from a group of educators in Oregon that were meeting down in the Ashland area, and they called me to talk about some educational issues. It was a conference that lasted an hour. They put a series of questions to me, and the first question was the very point that you raised. They expressed a great concern because they just cannot plan until they know what funds they are going to be able to get. I told them I was not going to give them any false hope or encouragement. I outlined to them the problem that confronts us each year.

We do not get the President's message up here usually until the latter part of January or the first part of February. We do not get the various reports from the departments that we need for some time. We have to have hearings in the House and we have to have hearings in the Senate. Almost invariably we do not get around to the final appropriation action until late in the fall, August, September, sometimes October or, as you pointed out in your example, November. I do not know how we are going to be able to speed it up legislatively. I wish we could. We are almost going to have to start planning for the fiscal year following the one for which you are doing the appropriating.

At the same time, I think there are some shortcuts that could be adopted, and I told them that it would be very easy for me to simply say to them I will do everything I can to help resolve this problem, and that would be just intellectually dishonest on my part. I said to them, I said I am not going to say to you I see any way of getting very many shortcuts in the authorizing and appropriating processes of the Federal Government. If anybody can show me some shortcuts, I shall support them. We are aware of it, but I am afraid, to be perfectly candid with you, that is a problem we are going to have to live with.

Mr. NIX. We will do the best we can, Mr. Chairman, on that problem.

EARLY CUTOFF DATE

Dr. KIERNAN. Could I add, Mr. Chairman, not only is there a problem with late funding, but an equally disastrous situation concerning early cutoff. In the Commonwealth, while we were rewriting and improving, strengthening one of the projects in the first year of its operation, funds were cut off on May 2, 2 months before the close of the fiscal year. We think this is most unfortunate, and it does handicap a State very seriously in producing quality projects.

Senator MORSE. Well, that is the kind of thing we can help with.

Mr. NIX. Mr. Chairman, another point that I would like to bring out concerning the regional office organization—it has been touched on earlier here. We have historically in the State operated under State plans for vocational education. We have had an excellent Federal-

State-local relationship with the National Defense Education Act, or programs provided for under this act.

In our State we have 2,110 staff members in all of the State department of education, including the secretarial staff and our rehabilitation staff. We feel that we are staffed and could operate without the regional office setup, and I do not subscribe to Secretary Gardner's comment that State departments of education are weak and cannot assume the responsibility for making decisions and operating under broad general rules and regulations and policies of the U.S. Office of Education and of the Congress.

I think that we are involved in many of the States now in working with the regional offices in far too many conferences being called that requires members of our staff to attend these conferences to keep up with some of the thinking in the regional office, not necessarily of a policymaking nature, but it is time-consuming on the part of our staff. And I subscribe wholeheartedly to the statement that has already been made this morning that the regional office is just another layer of bureaucracy in our attempt to carry out effectively a sound program of education for the people of this Nation.

Senator MORSE. Let me intervene once more and go back to our discussion of the authorizing and appropriation problem to make the supplemental statement.

PROUTY-MORSE PROPOSAL ON FUNDING

There is a Prouty-Morse forward funding amendment which we adopted in this committee last year and sent to the floor of the Senate which Senator Prouty and I, I am sure, will offer again this year. We ran into difficulty on the floor with some objections from some members of the Appropriations Committee, and we could not get it through the Senate.

I do not think there is an actual appreciation and understanding of the funding problem that you school people face. I would like to suggest that in the supplemental material you offer for the record, you give us a discussion on this matter. If you decide that the Prouty-Morse amendment, or a modification of it would be helpful, I suggest you put some material in the record on it. Dr. Minear will recall that I discussed this at our State school superintendent's meeting on March 28, 1967. It is to be found in that speech. It is the only specific proposal that I have been able to come up with, along with Senator Prouty that will give you some help in regard to advanced funding.

Other than that, I do not know what we can do to be of help to you.

Mr. NIX. Mr. Chairman, we appreciate your efforts in this direction.

Upon the passage of the Elementary and Secondary Education Act, particularly under title III, in our State we received this rather enthusiastically, hoping that it would help us to do something—some things that we had been unable to do with our own State money. We submitted a project for the Ninth Congressional District trying to improve, or for the purpose of improving instructional services to all of the systems within that congressional district.

In our State we have 196 local systems. We recognize that some of these are relatively small and could not provide all of the instructional services that they need within each individual system.

We developed this project including this entire congressional district and submitted it early in the year. We had in mind beginning the project in June of 1966 and had been led to believe by some of the U.S. Office of Education staff that this would be possible.

SHARED SERVICES

We received approval in June of 1967 for this project. Prior to its approval we went back to our State legislature and obtained State funds, not in the amounts that we would like to have had, but at least enough to get us started in what we called Shared Services across system school lines. We now have 80 locations in our State using State money only, where we are banding together four or more school systems for the purpose of improving the instructional services to all schools in all of the systems that they could not do individually. We feel that had we had State approval of title III projects we could have implemented our Ninth Congressional District project last year and could have been well on our way toward developing a model within our State and perhaps for other States to look at, banding together school system to really improve what takes place in the classroom instruction. This is the purpose for all the programs—for instruction to help children learn.

So, I merely used that example, Mr. Chairman, to point out here again the tremendous importance that we are trying to emphasize with this committee on having States develop under a State plan the title III projects for continuity, consistency of long-range educational planning within our several States.

I mentioned that only as an example of a problem that developed because we did not have State approval a year ago. And unless we get it we will have other problems develop along this line.

15 PERCENT SET ASIDE OF TITLE V

Under title V we had a 15-percent set-aside under existing law for the Commissioner. This is more than any State receives. It is more than several States combined receive in some instances. The Commissioner with this 15-percent set-aside more or less holds the power of life and death over the projects that he approves, or kinds of projects that he would like to approve. So my plea to the committee and to the Congress would be this, that if the Commissioner needs funds to use as he sees fit, and he is given rather broad authority under this 15-percent set-aside, then let him ask for an appropriation for this purpose and not rely on a portion of the appropriations coming to States to help States improve State departments of education.

Really what I am saying, Mr. Chairman, is that we would like to support a change in title V to give to the States the 15-percent set-aside, to give them all of the funds under title V rather than only 85 percent of them.

And then if the Commissioner needs some other type of funding to use as he sees fit, then this could be some other type legislation, but not to use the State departments of education as a vehicle for him to have the 15-percent set-aside to use as he sees fit.

TRANSFER OF NDEA TITLE III AND V TO TITLE V ESEA

I would also like to comment on the transfer of NDEA III and V administration to title V.

My question here would be: Why? The National Defense Education Act has been well received by the States and by the local systems. It is moving along quite well. It has been expanded to include additional areas since its passage in 1958. More recently, it included industrial arts. We would like to see the full authorization appropriated in order to help us to bring this much-needed area into the whole spectrum of support under title III.

Also, we want to retain the administration portion of the funds under III and X of NDEA as a part of those laws rather than to put them in title V, particularly would this be true if the Commissioner would continue to retain 15 percent as a set-aside.

Now, in conclusion, Mr. Chairman and members of the committee, let me say that I represent a region of this Nation that has historically been known to support States rights, but this does not detract from its concern for equal educational opportunities for all children in this Nation. And I hasten to add that I am similarly concerned about the trend that has developed in recent years toward nationalizing our educational programs.

Public education, as Dr. Kiernan has pointed out, to be most effective, must be related to local control. It must be a State responsibility, and it must be of national concern.

The recent trend toward nationalizing public education in this Nation has given substance to mass education at the expense of the individual.

So, gentlemen, the individual with his rights and freedom serves as the foundation for this great democracy that we are living in. I plead with you to help us, those of us responsible for administering State programs of education, to help us in maintaining a desirable and effective local-State-Federal relationship as we continue to build the minds of our people into effective citizens that will make democracy work.

Mr. Chairman and Senator Dominick, I would like to say on behalf of myself personally and my State board of education and the State of Georgia that I appreciate this opportunity of making these comments to the committee.

Senator MORSE. Superintendent Nix, I want to think you very much.

Before I call on Senator Dominick to ask the questions that he may wish, and then I have one to ask you on behalf of Senator Javits, I am going to put in the record without taking any more time the testimony that I gave this year before the Appropriations Committee on the NDEA point that you raised. I took very much the same position that you do, and I am going to put in the record that part of the testimony that dealt with title III matching grants for equipment.

I said in part that the problem "Is compounded by the failure of the Bureau of the Budget to provide any funding at all for the key area of title III NDEA, the area of supervisory services.

"Last year, the Congress provided $5.5 million to enable State departments of education to employ the personnel who work with the school districts in planning and evaluating their title III programs.

Money for State supervisory services in connection with title III expenditures is well spent if the most effective use of the money is to be made.

"Elimination of this item is a vital blow at the effectiveness of title III. It will be contended, I suppose, that these services can be provided if a broadening of title V of the Elementary and Secondary Education Act is further authorized by the statute and fully funded. However, I ask you to question that representation.

"I suggest that the better part of wisdom is to continue to fund services which have proven their worth until such a time as replacement mechanisms have been approved by the Congress and adequately funded by the Congress in a subsequent year. To hazard this important service upon a contingency is to run the risk of crippling a service in the event that actions in another area are not taken. I urge you, therefore, to restore the full $10 million authorized for supervisory services."

I felt that this was a body blow to the State education departments and services, and I am glad that you saw fit to make comment on it in your testimony.

(The appropriations statement referred to follows:)

PREPARED STATEMENT OF HON. WAYNE MORSE, A U.S. SENATOR FROM THE STATE OF OREGON, BEFORE THE SUBCOMMITTEE ON LABOR-HEW APPROPRIATIONS, SENATE COMMITTEE ON APPROPRIATIONS

EDUCATIONAL FUNDING

Mr. Chairman, members of the subcommittee, the funding of educational programs authorized by the Congress is one of the most important responsibilities placed upon members of the Senate. As I review the estimates of the administration in this area, I am filled with a deep concern. With your permission, I would like to share with you the areas of my concern and the reasons for my disquiet.

Many major pieces of educational legislation were enacted in the 88th and 89th Congresses. It is principally to the funding of these that I shall address myself, but as chairman of the Education Subcommittee I am the first to realize the importance of the great landmark legislation which preceeded those years. I refer particularly to the Hill-Elliott Act, sometimes called the National Defense Education Act of 1958, and Public Laws 815 and 874, the impacted areas laws.

These three statutes have, as has the Smith-Hughes Act of 1917, and its successor vocational education legislation, clearly demonstrated their usefulness, and their political strength through the support given by the American people to the programs they engendered.

Let us look, then, at the first of the proposals before you for the funding of the various titles of the National Defense Education Act.

NDEA ESTIMATES

Title II programs

First let me call to your attention the student loan provisions of title II of the National Defense Education Act which was funded in fiscal year 1967 with an appropriation of $190 million. The authorizations

contained in the 1966 amendments to that act now permit funding of the direct loan program up to $225 million. The legislative committee in arriving at the $225 million figure recognized that even this amount would be insufficient to meet all of the needs of eligible students. The bill as passed the Senate therefore contained additional language authorizing a participation sales mechanism which, had it operated as forecast by the administration, could have generated up to $250 million of NDEA loan capacity. We were unable to retain this language in our conference with the House.

The administration is still convinced of the utility of sales participation and that proposal is again before us this year in S. 1126, the Higher Education Amendments of 1967.

Testimony presented before the legislative committee last year by both the administration and outside witnesses indicates clearly that there is a need in fiscal year 1968 for direct loan funds of a magnitude of up to $250 million. I am at a loss to comprehend why this program carries only a Bureau of the Budget estimate to the Congress of $190 million. I recognize that in the budget submission process frequently it becomes expedient for the Bureau of the Budget to make arbitrary cuts, but I plead with you gentlemen, that in the educational area we be guided by educational rather than budgetary considerations. I strongly urge you to give serious consideration to funding title II student loans at the full authorization of $225 million.

If title II student loan programs were funded at the $225 million level authorized by statute, I would point out to the subcommittee, as shown in the following table, that this addition of $35 million to the estimates, as submitted, would enable 1,724 additional students from Alabama, 11,780 additional students from New York, and 1,027 additional students from Oregon an opportunity to achieve financing of their higher education costs. For the Nation as a whole, if $225 million is appropriated, 79,384 additional eligible students could have this type of financial assistance provided.

TABLE I.—*Number of eligible students in selected States under title II NDEA program, by appropriation level, 1968*

State	(a) Title II funding at $190,000,000	(b) Title II funding at $225,000,000	Increase (b—a)
Alabama	6,898	8,622	1,724
New York	23,487	39,267	11,780
Oregon	5,498	6,705	1,207
All States	419,000	498,384	79,384

Title III—Matching grants for equipment

When we turn, however, to title III NDEA, the matching grant program for the purchase of equipment, it is here where we see undeniable evidence of budgetary reaction to the detriment of a program which has demonstrated that it has the confidence of our schoolteachers and principals.

In my own State, this year, of the first 850-odd claims paid, Oregon local school districts overmatched the Federal contribution by $862,112. That is to say, more than $860,000 was spent by school sys-

tems for the purposes of title III over and above what would have been requested merely to meet the 50–50 matching provisions. The authorization contained in the legislation for fiscal year 1968 for grants to the States for title III purposes amounts nationally to $96,800,000. The Bureau of the Budget estimate for this item is $47 million, and this in the face of fiscal year 1967's appropriation of $79,200,000. Requesting funds of only 48.5 percent of the authorization, I submit, is not sound financing of a vital educational program. It is, rather, a program of attrition of the concept.

This is compounded by the failure of the Bureau of the Budget to provide any funding at all for the key area of title III, the area of supervisory services.

Last year, the Congress provided $5.5 million to enable State departments of education to employ the personnel who work with the school districts in planning and evaluating their title III programs. Money for State supervisory services in connection with title III expenditures is well spent if the most effective use of the money is to be made.

Elimination of this item is a vital blow at the effectiveness of title III. It will be contended, I suppose, that these services can be provided if a broadening of title V of the Elementary and Secondary Education Act is further authorized by the statute and fully funded. However, I ask you to question that representation.

I suggest that the better part of wisdom is to continue to fund services which have proven their worth until such a time as replacement mechanisms have been approved by the Congress and adequately funded by the Congress in a subsequent year. To hazard this important service upon a contingency is to run the risk of crippling a service in the event that actions in another area are not taken. I urge you, therefore, to restore the full $10 million authorized for supervisory services. This will enable title III programs to continue to operate effectively, and I strongly urge that most serious consideration be also given to funding the State grant operations at the level of at least $90 million.

How effective is the title III program? As I have indicated, it has strong support in my own State, as was made manifest to me on March 28, 1967, when I met with a group of Oregon superintendents. I thought you should also know that the legislative subcommittee, in connection with its oversight functions by letter dated February 28, 1967, has requested the commissioner of education to provide the Education Subcommittee with an analysis of the operations of the program. On March 13, by followup letter to the commissioner, the subcommittee requested further information concerning this program. I ask unanimous consent that the two letters to which I have referred, together with the March 20 reply from the commissioner of education, appear at this point in my testimony.

Prior to the time your subcommittee completes its markup on the bill, I hope to have the complete report promised by the commissioner in his letter of March 20. With your permission, I should like to forward this to you for inclusion in your hearings record, if it is received in sufficient time to enable its being included.

Mr. Chairman, I have dwelt at some length on the title III NDEA program because if the Bureau of the Budget estimates are funded precisely as recommended, my State would be cut my $321,750. What this means when the matching factor is taken into account is that in-

structional materials to the value of $643,500 will be denied the children in the schools of my State. It is not a prospect that I can face with equanimity.

In the current fiscal year Oregon received some $84,371 for State administration of the title III programs. I understand that if the various changes proposed by the executive branch are adopted, this figure would be reduced in fiscal year 1968 to but $19,157. This is a cut of $65,214. My own position on this is quite clear. I shall do everything that I can to support full funding of educational programs because of my own conviction that educational considerations rather than budgetary considerations should determine congressional policy with respect to the education of the boys and girls for whose benefit the public money is to be used.

Title IV—Fellowships

While I am pleased to note in the Bureau of the Budget estimates for 1968 that there is a slightly over $15 million increase over the $80 million recommended, however, it should be borne in mind that this is about $11 million less than could have been usefully supported by the Department. As a matter of fact, if the fellowship program under title IV of NDEA were to operate at the level of the authorizations this would enable an additional 2,040 fellows to undertake graduate study. If your committee funds this vital program, in terms of our human resources, at only the $96.6 million figure recommended by the Bureau of the Budget, you will be closing the door to advanced study for 683 young men and women, including 18 students from Alabama, 167 students from New York, and 28 students from Oregon.

Why is this so important? Witness after witness has testified before our committee that teacher shortages, particularly in the higher educational area, are becoming increasingly acute.

We know that today there are approximately 6.05 million students enrolled in institutions of higher education. We also know the conservative projections indicate that a scant 8 years from now almost 9 million students will be attending our colleges and universities. This means that somehow, someway, if we are not to dilute the educational opportunity to be afforded the 3 million additional undergraduate students, we will have to fund from some source the additional collegiate teaching personnel needed.

Title IV of NDEA is an excellent mechanism to accomplish this national purpose. It should be used to the full.

The funds recommended to the Congress by the Bureau of the Budget will permit some 5,460 students to start the long road to the Ph. D. Last year we started 5,775 on that route. I ask you, Does it make good sense in the national interest to cutback, even by 315, training opportunities which will generate the teachers needed by the 9 million college students of 1975? Ought we not now fund this program to its full authorization and thus increase rather than decrease training opportunities?

Title V—Guidance, counseling, and testing

Thirty million dollars is authorized in title V of NDEA for grants to the States for guidance, counseling, and testing activities. In my view, the authorization itself, in this area is insufficient. I am confident that after the Education Subcommittee's analytic review of title V is com-

pleted there will be recommendations emerging for an increased funding of these functions.

I would point out that since the inception of the program, amendments to the title have increased the scope of its activities. What originally started out as a purely secondary school program was expanded by amendments to the enabling legislation so that title V now encompasses activities in the elementary, secondary, and certain higher education areas. The authorization of title V at the time the amendments were taken was not increased to the extent that many on the Senate side would have wished. I am, therefore, somewhat concerned to note that the Bureau of the Budget recommendations in this area contemplate no expansion of the program, and, in effect, fund this program at little more than 80 percent of its authorization.

We have added between 1966 and 1967 almost a million more youngsters to our elementary and secondary schools, nationwide. In 1968 it is anticipated that this number will be increased by an additional 800,000 students. By 1975 our projected enrollments indicate almost 4 million more youngsters in our public schools than were there last year.

How, then, can we justify holding appropriations for the guidance, counseling, and testing functions at the same level of $24.5 million that prevailed in 1967? Here, too, I ask you to consider the evidence carefully and ask yourselves the question of whether you can in good conscience recommend to the Senate that there be a retrogression in services to the boys and girls in our schools.

In this area, the ounce of prevention is less costly than the pound of cure. The motivation of a young person, which is strengthened, is less costly to evoke than is the cost of the repair work necessary to bring the dropout back into the school situation.

Title VI—Language and area centers

With respect to this program, which has recently been departmentalized in part as the result of amendments made in the International Education Act, which has yet to be funded, the current authorization would permit an $18 million expenditure. The Bureau of the Budget has recommended that this be funded at an 87.2-percent level. In view of the organizational changes which have occurred and in view of the expanded opportunities given through other areas in the International Education Act, which, if implemented by adequate funds, would enable progress to be made in this area, I urge only that if the full authorization cannot be supplied, at least the budget estimate be fully supported in the appropriations bill reported.

Title VII—Educational media research

The budget request for title VII, the educational media research title of NDEA, is within $600,000 of the full authorization. This represents a 12-percent cut under full funding. I would urge that the $5 million authorization be appropriated. The additional $600,000 could well be spent on the training of teachers in the use of new media. Such training does not overlap the title XI NDEA institutes authorization since the latter are for educational media specialists. It would be most salutary, in my judgment, to fund institute programs for classroom teachers so that they could be better prepared skillfully to use of the media in their subject matter courses.

Title X—Statistical services

With respect, however, to title X, grants to the States for statistical services, I note that no money is being requested this year by the Bureau of the Budget on the grounds that this authority can be met under grants advanced under title V of the Elementary and Secondondary Education Act.

The authorization in NDEA for this program at present amounts to $2.8 million. Since there are a great many areas which need funding under title V of ESEA, I urge you to continue to use the title X authorization until such a time as it is clear beyond a doubt that title V of ESEA authorities are large enough to absorb this specific program.

I would further point out that when a program which has earmarked visible funds, is merged into the anonymity of a general authority, pressures are generated within each of the 50 States to reduce commitment to the previously visible areas.

I regard this as a most important program, since the statistics generated are the underpinning of the decisons we must make in determining educational policy. To run the chance of decreasing the validity of the basis of our policymaking, through cutting back on objective factfinding, is to risk consequences in the aggregate which are far greater in cost than is this relatively small amount of $2.8 million.

For this fiscal year of 1968 I therefore urge that you restore to the bill $2.8 million, which is the amount that I am assured could be used with prudent care by the Department in carrying out the authorities of the title.

Title XI—Teachers institutes for advanced study

The Bureau of the Budget has requested but $35.5 million for this program whose authorization in the act stands at $56 million. In effect, the Bureau of the Budget is requesting a 63.3-percent funding of this program.

Yet this is a program which has operated very successfully and which enjoys great support throughout the country. I would point out that the money expended is being spent by the institutions of higher education in your States and that its benefits are multiplied many times over through the increased effectiveness in the classroom situation of the teachers who participate.

It will be said that it is the hope of the administration that enabling legislation in title V of the Higher Education Act will permit greater flexibility in the use of educational training funds and that in time it would be the hope of the administration to phase this important part of NDEA out of existence.

There is a problem here, however, of which I think we are all cognizant. Once before, at the request of the administration, we transferred from the title XI institutes, training authorities, which we were assured could be met under other statutory authorities. Unfortunately, the program which should have provided the institutes did not have sufficient money in it to meet all the training needs, with the result that no training for one period of time was contemplated for school librarians. Many of us were in receipt of communications from these school librarians who were, understandably, very concerned. I do not think it is the part of wisdom for us at this time to permit such a situation again to develop with respect to other disciplines. We would be

far better advised to fund this training program for teachers at the full authorization and continue to do so during any period of transition to other authorities. For that reason, I respectfully urge you to provide full funding for this program in the 1968 appropriations bill.

PUBLIC LAWS 815 AND 874

The impacted areas legislation, Public Laws 815 and 874, for the construction costs and the operation and maintenance costs, respectively, of school districts, are no strangers to this committee. These are programs which, since 1950, have enjoyed such strong congressional support that their extension and expansion has carried with it many of our newer educational departures in legislation.

Our most recent expansions which brought the benefits of this legislation to the larger cities of this country has not yet been fully recognized through adequate funding. It is, therefore, somewhat shocking to me that under Public Law 874 the budget estimate is lower than what was appropriated for fiscal year 1967.

The same is true with respect to Public Law 815.

Furthermore, the budget estimates are based upon the assumption that the Congress will permit the temporary provisions of Public Law 815 to lapse. I may not be a very accurate prophet with respect to educational legislation, but I think over my years in the Senate I have gained the experience necessary to qualify in political arithmetic. My very strong intuition tells me that before an Elementary and Secondary Education Amendments Act emerges from the legislative committee on the Senate side it will include provisions further extending the temporary provisions of Public Law 815. To assert otherwise would be to fly in the face of congressional history.

If I am correct in this assessment, then it would seem to me that the choice before the Appropriations Committee, if it is to act in harmony with the sentiment of the Senate, would be whether to fund this program in the regular appropriations bill or whether it would underfund it with a very high probability approaching certainty that it would be necessary to come at a later date before the Senate with supplemental appropriations.

Included within S. 1125, the Elementary and Secondary Amendments of 1967, are recommendations regarding the continuation of one of the Public Law 874 programs, the School Disaster Act. I have already had representations as chairman of the Education Subcommittee from some of my colleagues that they are eager and anxious to broaden and to expand the coverage of that act, enabling additional schools to benefit from the protections it offers. I am sure the same representations will be made to you by your colleagues.

We all have a stake in this. A geographically small area through tornado or other local manifestation of nature's terrible energies can be devastated. Since this protection against natural disaster is based upon funds appropriated for Public Laws 815 and 874, it is my belief that both programs ought to carry sufficient money so as to act as an adequate reserve against the contingencies of nature.

I would point out, once again, that not more money can be spent from these funds than is authorized under the formulas contained within the acts and if the funds are not needed they revert to the Treasury. The Congress, therefore, runs no risk in overappropriating in these

areas. The Congress could run a risk, however, in being held accountable if the funds are empty when they are most needed.

VOCATIONAL EDUCATION ACT OF 1963

While in general the budget estimates of almost $200 million to fund grants to the Stataes under the Vocational Education Act of 1963 is sufficient to meet the purposes of that legislation until such a time as the authorizations are increased, there is one area of funding under this authority which does cause me some concern.

No money is provided in the budget for the vocational work-study program, which last year received an appropriation of $10 million. The argument is made that the Bureau of the Budget would prefer to concentrate its funding activities in this area of assistance to young people within the Neighborhood Youth Corps, authorized under the poverty programs.

This will mean that many programs in many of our States which have previously been funded will be forced out of existence. The authorization for vocational work-study, however, continues through fiscal year 1968. The basic legislation will come under the review of the legislative committee during this session of the Congress. The administration bill, S. 1125, has been introduced. Hearings will be held. During the course of those hearings, I am confident that testimony will be elicited which will enable a congressional determination to be made of our educational policy in this area of youth education.

It would be my hope that your committee would see fit to provide as an addition to the President's budget, at least the $10 million that was provided last year, and that the phasing out of this program if it is to be accomplished, be done through the exercise of legislative authority rather than at the behest of the Bureau of the Budget.

HIGHER EDUCATION FUNDING

Mr. Chairman, I turn now to the funding of authorities contained in the Higher Education Facilities Act of 1963 and the Higher Education Act of 1965.

HIGHER EDUCATION FACILITIES ACT OF 1963: FUNDS FOR CONSTRUCTION

The authorizing legislation contains an authorization of some $728 million. The estimate submitted to the Congress by the Bureau of the Budget provides only $390 million. Earlier I spoke of the anticipated enrollments expected by 1975 in higher education, estimated to be 9 million students as contrasted to the present 6 million plus. As the budget estimates are reviewed by you in your markup sessions, I would have you ask yourselves this question: How long does it take to build an adequate academic facilities structure? From the time the decision is taken to the time that the doors are opened for the first class is at least 3 years. This is the leadtime you must keep in mind. What you authorize for fiscal year 1968 has an important bearing on the number of youngsters a college can accommodate in fiscal year 1970 or 1971, and after. The $728 million authorized by the legislation for fiscal year 1968 by no means will meet the needs which have been estimated by American Council on Education in testimony before my subcom-

mittee. This testimony, which may be found on page 271 of our hearings record on the Higher Education Amendments of 1966, suggests a magnitude of total need of $4.375 billion per year. I ask unanimous consent that the text of the entire letter under date of July 20, 1966, signed by Dr. John F. Morse, Director of the Commission of Federal Relations of the American Council on Education, appear in the hearings record at this point in my remarks.

I would point out that it is the judgment of the educational authorities that there will be a need for new construction starts each year for the next 10 years of somewhere between $3 and $4 billion. Since the time that letter was received, I have come across no new evidence that would suggest that a lower figure can be anticipated. This item and the title II authorization of $120 million for graduate school facilities construction which the Bureau of the Budget wishes to fund only at $50 million, are crucial educational policy decisions which must be made by the Congress.

I recognize the grave responsibility the President has for the national budget as a whole and what he believes can be absorbed by our economy. But I also am cognizant of my own responsibilities as a Senator and as chairman of the legislative subcommittee dealing with these matters, and I urge upon you that you review the budget estimates for school construction at the higher education level on the basis of the demographic facts and the economic benefits to the Nation of higher education and that you fund these authorities in such a manner and at such levels as will enable us and our successors to keep our commitment to the American people that we intend to permit each young student to have access to education and training commensurate with his talents and abilities.

I have perhaps overwearied the Senate by reiterating the point that expenditures in this area ought to be considered as capital investment. At the risk of repeating the obvious once again, and in the interests of our national security in the highest sense, I urge you to provide the full amounts authorized under existing law in the field of higher education construction.

HIGHER EDUCATION ACT OF 1965 PROGRAMS

I commend to your attention the committee print entitled, "Notes and Working Papers Concerning the Administration of Programs Authorized under Public Law 89–329, the Higher Education Act of 1965, during Fiscal Year 1966." The materials contained in the committee print, copies of which have been furnished the subcommittee, were brought together at my direction in order that we might in the legislative committee have a brief overview of how well these programs have gotten underway in the first year of their existence.

Title I—Continuing education

Under title I of the Higher Education Act, $50 million was authorized to be appropriated. Only one-fifth of that amount was appropriated in fiscal year 1967. For 1968 the Bureau of the Budget recommends to you only $16.5 million. How was the $10 million spent in fiscal year 1967?

The answer to this is set forth on pages 8 through 43 of the committee print. I will not weary the subcommittee with a recapitulation

of the materials in the committee print, but I would like to cite three of the participating States' programs.

The State of Alabama received $184,730 of the $10 million appropriation. What was it spend for?

Among other items, public administration seminars for the range of State and local government personnel in cooperation with the University of Alabama, $26,350. Public health instructor training courses, $4,900. Public administration seminars for the range of State and local government personnel in cooperation with the Alabama League of Municipalities, $43,200. Another $48,700 was spent on courses for small business operators in fiscal management, and $12,820 was spent to introduce courses in physical planning to local government officials.

In New York, which had $541,940 allocated to it, $49,527 went for a training program for department of buildings under the sponsorship of the City University of New York and New York City Community College; $30,000 went to the College of Pharmacy of Columbia University for a speakers bureau on drug use; $5,000 went for a seminar for government, labor, and industry in meeting urban programs under the sponsorship of the State university at Albany; $30,000 was spent by the State university at Buffalo in leadership training and planning for the Niagara frontier; $58,000 was used by Syracuse University for seminars on county problems for officials and citizens.

In my own State of Oregon, which received but $146,495, $10,000 was spent by the University of Oregon in training courses of newly elected mayors, councilmen, and commissioners in Oregon; $35,656 for action programs under Oregon State University at Corvallis for small town local leadership; and $8,022 was applied by the joint effort of the University of Oregon, Oregon State University, and Portland State University at conferences in urban planning for planning commissioners.

These are illustrative examples of the kinds of programs of immediate benefit to the men and women, to the citizens of our Nation. There are a great variety of programs that could be supported under the authorities of title I, but I think you will agree with me after you review the data set forth, that this program has justified its existence, and is deserving of far greater support than is contained in the one-third financing contemplated by the Bureau of the Budget. Citizens who are concerned about crime would surely applaud training programs for local law enforcement officers. Insurance men can see the need for courses directed to the education of firemen. This program is one which is controlled by the institutions of higher education in the States and the training it provides is responsive to locally felt needs. I urge its full funding.

Title II—College library assistance and library training and research

We turn now to title II, the college library assistance, library training and research title of the act. You will find a review of this program on pages 49 through 58 of the committee print.

The authorization for college library resources was established at $50 million for fiscal year 1968. The Bureau of the Budget proposes that you appropriate one-half or $25 million. Since I believe that the college library is at the very center and core of any higher educational endeavor, I cannot in good conscience do other than to urge that the

budget estimates for this highly important program be fixed at the authorization ceiling.

I also urge that you restore to the full $15 million of the authorization funds for library training and library research. Here the Bureau of the Budget recommends only 78.6 percent of the authorization.

In testimony before my subcommittee, personnel shortages in the librarian field have been documented time and time again. It is only through provision of adequate financial resources that we can start to make a beginning in reducing the educational training backlog for library personnel.

Within title II also is the item for cataloging of library materials by the Library of Congress, authorized at $7.7 million for fiscal year 1968. Here the Bureau of the Budget is asking only for 51.4 percent financing. I urge you to inquire carefully of the administration representatives what possible factual justification they could have for a cut of this magnitude in this program. Either there have been developments since the enactment of the 1966 law which were not then apparent to the administration, or budgetary considerations once again have been given primacy over the educational needs of our schools and colleges.

Title III—Strengthening developing institutions

Title III of the Higher Education Act is concerned with strengthening developing institutions. It is discussed on pages 62–92 of the committe print. Although this program carries an authorization of $55 million, the Bureau of the Budget is asking for funding at only 54.5 percent or $30 million. A review of the programs, which were supported in the first year of the operation of this title, can support, in my judgment, the full funding needed if this program is to expand and to provide the types and kinds of services needed by so many institutions that now cannot be served. Only one small program is now funded in my State, yet I know that some of our recently established junior and community colleges which are geographically removed from the mainstream of academic progress could usefully participate in this program.

Title VI—Student assistance

The student assistance title of the Higher Education Act, title IV, has three parts.

Part A provides for initial economic opportunity grants authorized at $70 million and funded by the Bureau of the Budget at but $58.1 million. Continuing grants to support those individuals previously awarded this type of assistance are encompassed within the title. It was the judgment of the Department of Health, Education, and Welfare that $110 million would be needed to meet these costs. Yet the Bureau of the Budget has submitted only $97.5 million to meet what I assume must be fixed costs. Here I would suggest that the subcommitte might very well wish to make inquiry of the Bureau of the Budget regarding the basis of the reduced estimate. Was it based on later figures as to the number of youngsters who had dropped out of the program, or do they contemplate removing this type of assistance from a substantial number of young people? If the latter is the conclusion that is reached, then I can see no possible justification which in equity could be urged for the course of action pursued.

I am also very grieved to note that in part C of title IV, the college work-study program, the Bureau of the Budget is willing to fund 70 percent of the authorized amount. I do not see how this cut can be justified on the basis of a decreased need on the part of the students. I can only assume that considerations other than educational considerations played a part in the decision. If this is the case, I would urge that the subcommittee restore to the program at the very least the $171,600,000 requested by the Department and preferably the $200 million authorized by the Congress.

Title V—Teacher programs

Title V of the Higher Education Act contains teacher training proposals of two types: The National Teacher Corps and fellowships for teachers.

I have on a number of occasions on the floor of the Senate in recent months brought to the attention of my colleagues my strong support for full funding of the Teacher Corps. I can understand that until further authorizing legislation passes the Congress and is enacted into law, there is no basis at this time for the Appropriations Committee including an item for this program except on a contingency basis. I urge that language be written into the bill on the basis that S. 1125 has been introduced in the Senate and that companion legislation, H.R. 7819, has received the approval of the House Committee on Education and Labor, and it should be considered shortly on the floor of the House I urge that no less than $21 million, the figure contained in H.R. 7819 for fiscal year 1968, be provided on the contingency basis.

It is my own hope that when the legislation has cleared the Senate and the conference of the two Houses, a basis will have been laid for a much larger appropriation.

May I call to your attention the following comments taken from letters received by the Teacher Corps as to the merits of the program.

The first is from Mr. J. M. Caughman, superintendent, Laurel Municipal Separate School District, Laurel, Miss. He says:

> This is one of our finest programs. But we could not have attempted it without the help of the Corpsmen, for we lacked the personnel and local finances that were necessary.
>
> We are very definitely going to make fine teachers out of the interns and we think we are going to be able to keep them all in Laurel when they are through with the Teacher Corps.

The second is from Mr. Walter S. Carter, Jr., superintendent, DeSoto County Schools, Hernando, Miss. He says:

> We have 2 teams and both have been extremely successful. Their work with small groups and sometimes full classes, has been in schools where 90% of the students come from poverty families.
>
> I would like to give a lot of credit to Memphis State University because their work in selection and training of these interns has given us two fine teams.
>
> When it first came out I informed by board of education that we had no interest at all in Teacher Corps. But talks with people from Old Mississippi and from Memphis State encouraged me to try the Corpsmen on an experimental basis.
>
> Naturally, there was a little reservation on both sides at first—on the part of the regular teachers and on the part of the interns. But once it was established that it was a purely educational program, and once they really got down to work, the problems began to disappear. There was a growing respect on both sides.
>
> We hope the program will be financed and financed well. For it is one of the better programs that we know. Many others don't measure up to Teacher Corps. It was handled through the proper educational channels and there was never any confusion as to its objectives. It had its stops and starts and its bad days, but

throughout it was a program to give an educational boost to kids who really need it.

We started with good people and they have gotten good instructions from Memphis State University. And in the schools they have gotten close supervision from their team leaders, cooperating teachers and from the principals. And as a result of all this, we are going to produce a group of superior teachers.

Sentiments similar to this have been received from school districts all over the country. They constitute, in my judgment, a powerful testimonial as to the value of this program.

With respect to part C of title B, masters fellowships for prospective and experienced teachers, I note that the Bureau of the Budget proposes to fund this program at 12.5 percent of the authorized figure. Again, I can only reiterate what I have said before in other connections—that if we are to meet the responsibilities in providing training for teachers, we cannot shirk our responsibilities to fund these programs to the level of need. I therefore urge that in reporting the bill to the floor it contain not less than a full appropriation of the authorization formula.

Title VI—Improvement of undergraduate instruction

Title VI of the Higher Education Act of 1965 brought to higher education the kind and type of matching grant support that has proved to be so successful at the elementary and secondary level under the title III authorities of NDEA. As you know, the authorizations for title VI are divided into three parts: $10 million is authorized for TV equipment, $60 million for other types of matching equipment and materials, with but $5 million earmarked for institutes in the training of teachers in the use of these new educational media materials.

I would urge that this program, which has received much support in our legislative committee hearings, be fully funded at the authorized amount. I deplore the fact that the Bureau of the Budget for this new program is requesting but 14 percent of the 1968 authorization for TV equipment, only about 21.6 percent for the funding of the matching grants for other equipment, and but half of the authorized amount for institutes. These cuts cannot be justified on the basis of educational policy considerations. As is shown by the figures available to you, the Department of Health, Education, and Welfare requested from the Bureau of the Budget funding of TV equipment at 75 percent of the authorization, funding of other equipment on the basis of two-thirds of the authorization, and funding at 100 percent of the authorization for the institute portion of the statute.

Time and time again in our hearings witnesses urged that adequate funding be made available to institutions of higher education in order that those who teach our teachers may have an opportunity to acquaint themselves with more effective methods of transmitting their knowledge. Title VI, if properly funded, can, in my judgment, increase the efficiency of our teacher training programs and thus enhance greatly the quality of education that can be given to the boys and girls attending our elementary and secondary schools.

To use an agricultural analogy, money in this area is the seedcorn that will make for a bountiful harvest if the Congress is willing to accept the responsibility of a prudent farmer and invest to the degree necessary, in the equipment and materials and services of title VI in order to increase the quality and quantity of our educational production.

LIBRARY SERVICES AND CONSTRUCTION ACT

The Library Services and Construction Act, as amended, funds four titles. The authorization for title I, library services, for 1968 is $45 million. Library construction is authorized under title II at $50 million. Interlibrary cooperation, the substance of title III, carries an authorization of $7.5 million. Title IV, the specialized State library services title, contains authorization of $7.5 million for State institutional library services and $4 million for library services for the physically handicapped. The Bureau of the Budget is requesting 77.7 percent for the title I authorization, only 54.3 percent of the construction authorization of title II, less than one-third or 31.6 percent of the interlibrary cooperation authorization, a woefully inadequate 28.2 percent for State institutional library services, and a scant one-third of the authorization provided by the Congress for library services for our physically handicapped citizens.

I suspect that when the Bureau of the Budget prepared the estimates which are now being considered they were operating on the basis that deferral of construction was necessary to protect the public interest against inflationary price rises. I submit to you the situation at the present time should cause us to take a second look at that philosophy. Certainly, the administration itself in recent weeks has reversed its policy as demonstrated by the release of highway construction funds and its long overdue permission to the Office of Education to exercise reallocation authorities under title I of ESEA. I suggest to you gentlemen, therefore, that should you accept my recommendation that full funding be given to the construction programs you would not be going counter to action taken in other areas by the administration. If your interrogation of the agency officials brings forth an unchanged position, then I ask you to consider most carefully the public interest question of whether as a Nation we ought to adopt a policy which gives priority to our highways over priority to meeting the educational needs and requirements of our citizenry and their children. At the very least, gentlemen, I suggest that equality of treatment ought to be given to these objectives. I know that restoration of full funding to the Library Services and Construction Act would meet with the full approbation of the people.

FUNDING OF PUBLIC LAW 89–10

Elementary and secondary education programs

Within the past several weeks the State educational agencies were notified of the final allocations under title I of the Elementary and Secondary Education Act. These allocations distributed a fiscal year appropriation which amounts to $1,053,410,000. However, the allocations which have been made represent only 74 percent of the amount which the Congress authorized for this program and which many members of this body anticipated would be available.

In the 1966 amendments to title I of the Elementary and Secondary Education Act we provided a formula which substantially increased the authorization for fiscal years 1967 and 1968. This was done through a precise formula which was based on identified poor children in accordance with census data, AFDC data, and for other children who are classified as neglected, delinquent, or foster children. The intent

of these amendments was to increase substantially the amounts available to schools to provide programs for educationally disadvantaged children. The distressing fact of life is that the amounts which were recommended by the administration and which are now available carry out only a fraction of the congressional intent.

Last spring after the President submitted his fiscal year 1967 budget to Congress, and the U.S. Office of Education advised the States of the amounts available, it was predicted that the appropriation request of the President would fund about 85 percent of the authorizations contained in the administration proposals in title I for fiscal year 1967.

The Congress, in its consideration of the legislation, provided liberalizing amendments which increased the authorizations by $125 million beyond the administration proposals. To be exact, the authorizations approved by the Congress amounted to $1,430 million and the authorizations proposed in the administration bill were estimated at $1,305 million. However, despite the fact that the Congress added $125 million in authorizations for programs designed to aid the children of poverty in their quest for educational equality, the appropriation request of the administration remained unchanged.

The appropriation language which was included in the appropriation act for fiscal year 1967 also contained a substantive provision which, in effect, amended the provision of the statute which calls for ratable reduction of allocations which appropriations are less than the amounts authorized. This new provision stipulates that State allocations may not be less than the amount spent by the States during the preceding year—fiscal year 1966. The effect of this proviso is that about one-half of the States receive allocations based on the minimum stipulated in the appropriation act, while the other half are paid in accordance with the ratable reduction provision of the basic statute. Thus, instead of all States receiving 74 percent of their entitlements, one-half receive in excess of this sum while the others receive 70 percent of their title I entitlements.

Across the country, the effect of the reduced appropriation is to curtail education projects for disadvantaged children. At the very time that these remarkably successful programs should be strengthened and expanded, many districts and State offices are finding that they are already overcommitted in their programs for the fiscal year and must reduce staff in order to stay within the funds which are available. Others must forego planned summer programs which are of special benefit to educationally disadvantaged children.

Last summer, local schools conducted summer programs for educationally deprived children which cost $250,000,000 in title I funds. The National Advisory Council on the Education of the Disadvantaged Children in its report released on November 25, 1966, made a special study of the summer programs conducted under title I last year. The Council produced a very thoughtful report on these programs and concluded that a substantial portion of the title I funds should be used in this manner. Two paragraphs from the Council's report summarize their conclusions:

> In summary, the Council believes that *future summer programs, besides being important in themselves, can have special beneficial effects on the year-round success of Title I programs which can be attained in no other way.* They provide an atmosphere of experimentation and innovation by freeing teachers from the rigid "winter school" requirements of fixed schedules and prescribed texts.

By reducing pupil-teacher ratios, summer programs invite the development of closer, warmer classroom relationships. Finally, and of prime importance, they enable intensive programs of teacher training. These important advantages lead the Council to believe that dollars thoughtfully expended on summer schools may be among the most productive dollars spent by Title I. Their full potential will be realized when successful practices discovered in summer are transplanted to "regular" school as year-round practices.

The Council is deeply concerned for the future of summer programs. Many of the summer projects visited by its observers came into existence only because Title I money was appropriated by Congress too late for full use in the regular school year. Since these districts now have earlier assurance of funds for the new school year, many are planning to dispense with summer programs. This, the Council is convinced, would be a great loss, both to the pupils and educators. *So strong is this feeling that the Council recommends an early decision by appropriate officials to reserve a substantial percentage of Title I funds for summer programs.*

However, in light of the fact that the title I programs for fiscal year 1967 got underway in the schools last September, most districts have used their funds and will be unable to continue the successful programs conducted last summer.

The programs which have been launched by the Nation's schools under title I of the Elementary and Secondary Education Act are bringing about vast improvements in the educational services to disadvantaged children. The programs have been cited by the Commissioner of Education and by other leading authorities as remarkable for their effect on new educational practices for the poor children of the Nation. Over 8 million children benefited from these programs in fiscal year 1966. We know that the number of these children who need to be served is even greater this year. This will not be possible because of the stretchout in the use of funds this year for children served last year.

On a per capita basis the amount authorized for each eligible child in the program has actually decreased for fiscal year 1966–67. The formula last year produced an allowance of about $210 per child, whereas the amounts available this year authorize approximately $170 per eligible child in the formula. This is caused by the addition of 500,000 children to the formula without a proportionate increase in appropriations.

The fiscal year 1967 situation was further aggravated by a decision of the administration, which was enforced until late in March, to withhold authority from the States to reallot title I funds to districts within the State whenever some districts with unused allotments would make funds available to other districts that need additional funds. This authority was clearly intended by the Congress to be used to offset the negative effects of ratable reduction. Last April, the States were assured by the Office of Education that this reallotment would ease the impact of reduced grants. Only in late March, because of budget decisions which had previously ignored program requirements, has this promise to the districts been honored. How can we expect our schools to operate in this atmosphere of uncertainty?

In fiscal year 1968 the amendments provided by the legislation increase the family low-income factor under which children are determined to be eligible from $2,000 to $3,000. Another amendment provides a minimum rate of payment per child in the formula based on the national average expenditure per pupil, whenever the national average exceeds the average expenditure in the State in which an

eligible district is located. Thus, the estimated authorization for fiscal year 1968 amounts to $2.4 billion as compared with the current year authorization of $1,430 million. The legislative committees of Congress which considered this legislation gave extensive study to the formula as well as to the needs of educationally deprived children in our schools which the program is intended to help. The hearings were comprehensive and the conference committee thoroughly examined the formula before the final report was issued on October 18, 1966.

Against the authorization of $2.4 billion, the budget request for fiscal year 1968 amounts to only $1.2 billion. Thus, it is proposed that the program be financed for next year at 50 percent of the authorized amount. In other words, it is proposed that we slide back from 70 percent programs in 1967 to 50 percent programs in 1968 at a time when we should be expanding our effort. The number of eligible children in the formula in fiscal year 1968 will rise from 6 to 8 million with the result that the amount available per child will decrease again to a sum close to $150 per child. Thus, in the 3 years the program will have been in operation the average amount available on a per capita basis for each educationally disadvantaged child in the formula will have gone steadily down from $210, to $170, to $150, despite nominal increases in total appropriations.

One of the principles which has been emphasized by the Office of Education since the program was initiated is that there should be a substantial investment of resources for each child participating in the program. This point has been emphasized as a means of avoiding watereddown and ineffective programs. The history of recent years is replete with examples of education programs which have blossomed successfully on an experimental basis of adequate resources and then faded quickly when the services and resources were spread too thin over the children to be served. It is now well established that educationally deprived children require resources far in excess of those needed for the average, middle-class child. In recognition of this principle, the authorizing legislation was based on a principle of increasing the financial resources available to educationally deprived children. This principle is being discarded at the very time that we are beginning to see positive signs of success in our treatment of the needs of educationally deprived children.

The Commissioner of Education has now reported to the Congress on the analysis of the reports received from the States last fall covering the programs conducted during fiscal year 1966, the first year of the program. These reports reveal that State after State has indicated the success of its efforts. There follows a listing of quotations included in the report revealing the nature of changes which have come about as a result of the title I programs.

WHAT THE STATES SAID ABOUT TITLE I

Following are excerpts from the evaluation reports submitted by State agencies:

Alaska.—The fiscal 1966 programs under Title I, ESEA have been most effective in enhancing educational opportunities for disadvantaged youth.

Arkansas.—Probably the most outstanding effect of Title I in general has been on educators themselves. Most have gained insight into the problems and needs of deprived children who in most instances make up at least one-third of the school population. The program has caused educators to assess their school pro-

grams from the standpoint of individual needs rather than the needs of the schools.

California.—School district personnel generally agree that the students improved attitude, motivation and interest toward learning. As these are important factors in learning, continued growth may be anticipated. Teachers also reported a positive change in their own attitudes towards these children and in their techniques in working with disadvantaged children.

Connecticut.—There is considerable evidence that teachers, administrators, and other persons associated with our schools feel that progress is being made in improving the educational opportunities of deprived children and youth.

Delaware.—* * * The children * * * became more anxious to succeed at their own rate and they worked in small groups with much more ease and confidence * * *

District of Columbia.—In general, the allotment of large sums of money for programs providing individual services which have never been possible before has actually been a tremendous impetus and uplifting influence upon both students and professional staff of the District.

Florida.—This program is helping almost helpless children to gain confidence in themselves. It is affording opportunities for experiences that will "widen their horizons" and help them to develop a new outlook on life.

Georgia.—Superintendents, principals, teachers, and Title I staff workers on the State and local level approach consensus in lauding the enhancement of educational opportunities, experiences, achievement, and general attitudes for Title I beneficiaries and "spin off" benefits for all others in the educational institution.

Guam.—Title I has enhanced education of the deprived by providing educational experiences which would have not been possible due to financial conditions in our school system.

Hawaii.—The results have proven most beneficial to both teachers and students: since more time can be devoted to classroom preparations and the actual instructions, the quality of teaching improved.

Idaho.—Many children have had cultural experiences that might not have been available in their lifetime if it had not been for Title I.

Illinois.—Perhaps one of the most important accomplishments of Title I, is the improved attitude on the part of teachers and other school personnel working with these disadvantaged children.

Indiana.—* * * It seems that the future of the disadvantaged in these LEA's local educational agencies was heightened by their Title I programs.

Iowa.—The Title I project in some cases has had a significant impact on the entire staff of the LEA and will probably precipitate different types of experiences not only for the Title I children but for the other children in the local education agency as well.

Kansas.—For the first time, the underprivileged student could realize and take part in the cultural advantages of the more privileged group of society.

Kentucky.—There is no doubt that Title I projects are having a great impact on educational opportunities, experiences and general attitudes toward education as they relate to culturally deprived students.

Maine.—For the first time, in many instances, school personnel have been able to provide special attention to the educationally disadvantaged children, and to concentrate their efforts in an attempt to meet the needs of these children. The reported results have been most rewarding * * * Thousands of children have been helped.

Maryland.—Indications are that educational opportunities have indeed been extend significantly through this program and that it has provided experiences which should result in improved levels of achievement and in much improved general attitude toward education.

Massachusetts.—Insofar as it can be determined at this time, there is a very real "carry over" of project benefits, both academically and attitudinally, from the period of project operation through present time. This is to us, one of the marked accomplishments of the program.

Michigan.—This was the first time the spotlight has been placed on the deprived youngster and as a result many teachers gave serious thought to improving methods in this area.

Missouri.—General observation of Title I projects in operation indicate there has been a substantial amount of good derived from the services provided through this program.

Mississippi.—This program has allowed and provided pupils a chance to learn by bringing about a better school environment and extending services heretofore

unheard of in the schools of this state. Materials, equipment, improved facilities, food services, health services, and other specialized services have brought about about an atmosphere more conducive to learning. Perhaps, of equal importance has been the capture of a new vision by teachers and this vision, this enthusiastic spirit, has been caught by pupils and translated into improved attitudes and a deepened interest in education.

Montana.—Nearly all schools reported good cooperation with and from non-public school officials. One school superintendent reported outstanding cooperation from the non-public school, and indicated that he believed the public relations for the public school were improved.

Nebraska.—Title I students and teachers seem to have an enthusiasm for learning that is not so apparent in the regular classes.

New Hampshire.—In this short period of time we have passed through the embryonic stage of a revolutionary educational venture. Much has been learned. We have become knowledgeable about the need of educationally deprived children; but in no way can we now consider ourselves experts, nor claim that these needs are completely fulfilled.

New Mexico.—If we are to grade ourselves on a total evaluation of our Title I program, we feel that we must give ourselves a superior rating.

Nevada.—Title I * * * has forced the public schools, colleges, universities, and the lay public to become more aware of a certain segment of the student population of the nation's schools. As a result * * * we have seen evidence of many efforts to provide compensatory educational programs and services to a group of youngsters who otherwise would still have been floundering in the regular school program.

Oklahoma.—The ESEA program has allowed more flexibility in the providing of necessary facilities, personnel, materials and equipment required to provide equal and upgraded educational opportunities for the school children of this state. These deprived students * * * have shown much progress in achievement areas and an overall improvement of attitude toward school.

Oregon.—There has been gratification in the response and interest on the part of the children. * * * Many school administrators and teachers became much more aware of the needs of these educationally disadvantaged children. * * * If Title I continues over a period of many years the results should be excellent in bringing about improvement for the educationally disadvantaged children.

South Dakota.—Many excellent projects have been initiated. * * * Particularly gratifying were those programs dealing with health, teacher aids, instructional secretaries, guidance, special education, pilot studies, and teaching load reduction. * * * A well trained teacher with adequate facilities can be of primary importance if her time is not taken up with all sorts of administrative duties and her class load is within reason.

South Carolina.—For the first year of operation Title I has begun to provide high priority schools with the basic services and programs enjoyed as a matter of course by schools located in more affluent areas. There is a beginning being made toward a more sophisticated evaluation of the characteristics and needs of the deprived.

Tennessee.—The introduction of the Title I philosophy, which was not new to the teachers in the deprived schools but was simply a crystallization of their often verbalized aspirations for their pupils, schools, and communities, stimulated them to new action. Perhaps it is this revitalization itself that reflected the impact of Title I legislation most dramatically * * *.

Texas.—There is no doubt that pupil achievement was heightened in many instances, in areas of behavior far beyond the traditional academic subjects.

Trust Territory.—The Title I program is helping the deprived schools of Micronesia bridge the gap between isolated island life and the technological 20th Century. The program is providing teachers, supplies, and equipment, so necessary for creating educational opportunities for children that have little or no concept of what exists beyond the reefs of their small islands * * * A number of projects have provided job-related experiences that were designed to help youth master social skills needed to become self-supporting, self-respecting, and self-directing.

Utah.—It would be safe to say that most of the projects showed greater than normally expected achievement, growth, and that a much greater breadth of experiences was provided for the educationally disadvantaged children than is normal. It caused educators to plan and evaluate more in depth than had previously been the case.

Vermont.—Remedial reading programs have shown substantial gains in reading skills and in overcoming a feeling of inferiority arising from under-achievement.

Virgin Islands.—Title I motivated staff in changing complacent attitudes toward educational needs of disadvantaged children.

Virginia.—Title I is seen by the LEA as a tool for combating the drop-out problem by means of early remediation, attendance and counseling service and an offering of realistic vocational and industrial courses which will hold the child's interest through to graduation and provide him with skills to find a job after high school.

Washington.—It can be generalized that Title I has enhanced the educational opportunities, experiences, achievements and general attitudes (of children) towards education.

Wisconsin.—Across the country, from hard facts or soft data, test scores, teacher impressions, parent reactions, finger-printed and smudged notes from children, etc., the reaction to Title I in general has been that it has, in fact, had a significant impact on education, and that the disadvantaged children are being given a greater opportunity to participate in the existing educational system. Within the first year of operation with the mammoth problems, hang-ups, and a majority of people who completely "lost their cool," the fact that Title I got off the ground, and in addition accomplished significant gains is pretty phenomenal.

Wyoming.—Title I has become very successful in changing the attitudes of children, teachers, parents, and administrators.

The question before us now is whether we are going to impose educational stalemate on the schools and pass out another rejection slip to the children of poverty. Every year that passes is irreplaceable. The time to educate childern is while they are children. The clear message of our recent successful efforts to educate the children of poverty—both Project Headstart and title I of ESEA—is that we must begin early in their life, provide continuous and enriched services, and that we must substantially increase the resources for these disadvantaged children. A national calamity awaits us if we persist in ignoring the educational needs of millions of children, whose educational failure will be on our hands if we let them down in this hour of educational crisis.

The sad situation that exists today is that vital education efforts for disadvantaged children are completely throttled by arbitrary decisions that ignore congressional intent and which deny human needs. "Cost reduction" has taken over in the administration to the point where major program decisions and policies are governed completely by the whims of budget examiners. Apparently the Congress must examine these decisions and make its judgment as to national needs and priorities.

Title II—School library resources, textbooks, and other instructional materials

Title II, which funds school library resources at the elementary and secondary level, is a program which is at the very core and heart of educational quality improvement. The authorization for 1968 for this program is $154.5 million. The Bureau of the Budget has requested but $105 million for the program, slightly more than two-thirds of the authorization. I strongly urge that this program be fully funded because until we can bring all of our school libraries to at least minimum standards we literally will be unable to accomplish much in the many other programs of educational revitalization which the record of hearings in the past few years indicates are needed.

Title III—Supplementary educational centers and services

With respect to title III, supplementary educational services and centers, portion of the act whose authorization for 1968 was $515 mil-

lion, I think it is to be deplored that the Bureau of the Budget is asking for only 46.6 percent or $240 million in appropriated funds. Just the other day I received word regarding six title III ESEA programs in my State that received funding under the January 1 deadline. At the same time I learned that eight programs had to be refused and four were placed in suspense. The additional funding I seek in this area would prevent the necessity next year of having to reject sound projects and programs.

This year in the January proposal review period, nationally there were some 1,723 programs presented to the Office of Education. Only 173 were funded. More than 500 had to be placed in the hold category. These school districts who have submitted proposals this year in good faith and at the expenditure of much time and energy of dedicated personnel cannot help but take into account the action of the Congress on this appropriations bill when they come to deciding whether the game is worth the candle next year. This program has begun very well. Do not quench its spirit and effectiveness by denying to it the financial resources which are authorized.

Title IV—Cooperative research

Cooperative research activities have no precise authorization ceiling. Seventy million dollars was appropriated last year. The Department of Health, Education, and Welfare could, with economy and efficiency utilize, in my understanding, at least $138 million for fiscal year 1968 but the Bureau of the Budget is presenting estimates to you of only $71,850,000. Since many of the research programs need serial financing from 2 to 3 years, holding the status quo in terms of appropriations means that new programs cannot be funded, if existing research is to be brought to its conclusion. I urge you to provide at least $138 million for the program.

Title V—Strengthening State departments of education

When we turn to title V, that aspect of ESEA which is devoted to strengthening the resources of State departments of education, we find that the Bureau of the Budget is proposing only 59.9 percent of the $50 million authorization. If the Congress is serious in its desire to bring into being a truly cooperative Federal-State system then it would seem to me incumbent upon us to provide the financing necessary in this educational area to accomplish our objective.

I would point out also that under the budget formulation the $29,750,000 estimate is not the $7,750,000 increase over the $22 million appropriated last year that it would seem to be since that additional $7,750,000 figure includes precisely the amount that the administration does not propose to fund under State supervisory services and programs title III and X of the NDEA. So here again, we see the budget estimates represent no progress in meeting the problems of educational financing at the State level despite the increase in schools and educational services needed because of population growth. The Bureau of the Budget is marching backward by giving you an estimate at last year's level. Do not forget that our programs of the past few years have created heavy demands upon the State educational authorities. Next year I am sure the load will be even heavier. Therefore, I urge the full appropriation of the authorization of this title.

Title VI—Education of handicapped children

Perhaps the most severe decrease made by the Bureau of the Budget this year is in the area which one would have thought would command our greatest sympathy. The new title VI of ESEA, is a State grant, State plan program devoted to meeting the special educational needs and requirements of handicapped children including the provision of related medical and other services. In this title, the Bureau of the Budget made no mere 50-percent slash, there is more than a 90-percent slash. The Bureau of the Budget for title VI recommends 9.7 percent of the authorization for fiscal year 1968. This is an unconscionably low figure which deserves to be rejected. It is a reflection on the intelligence of those Senators who have long and wholeheartedly supported on bipartisan lines this recognition of the obligation we owe to the children who, through no fault of their own are unable to compete on an equal basis with other boys and girls because of their handicaps.

It has taken a long time and much work and effort on the part of of a great many to gain recognition for special education. I hope you will crown that work with adequate recognition through full financing of this program.

Title VII—Dissemination of information

Mr. Chairman, title VII of ESEA authorized a very modest $2 million for a program of dissemination of information in the field of education. It was put into our legislative bill at the urging of one of your colleagues on the committee, Senator Yarborough. It had the full support of all of our members. But it is totally lacking, evidently, in any support by the Bureau of the Budget. No money is provided in the estimates for this item. I can only hope that this was an oversight. I cannot believe that an administration, headed by a man who in the Senate and as President has consistently supported education, would have knowingly deleted an authorization for this purpose by withholding approval of its funding. The 10-year or more lag in bringing research findings from the university to the elementary and secondary classrooms is due in part to the fact that dissemination of educational information is not strongly funded. I hope that you will include this item in your report bill.

ADULT EDUCATION ACT OF 1966

Mr. Chairman, I bring this portion of my statement to a close by commending to you the funding at the $60 million level authorized for the Adult Education Act. Here the Bureau of the Budget is proposing to you 73.6 percent of the authorization but, Mr. Chairman, in view of the testimony taken before the legislative committee, it is my personal judgment that even the $60 million authorization, if fully funded, would not result in any waste in this State matching grant, State plan program operation. Indeed, and again in my judgment, I doubt that the $60 million would meet the type and needs in this area.

You have only to review, as I trust you will, some of the correspondence I have appended to my statement from the young men and women who are receiving help under the present program to become convinced of its value. In this connection, Mr. Chairman, I ask your indulgence that the letters I have attached as an appendix to this state-

ment be printed in full in your hearings record, because each letter in its individual way testifies far more ably that I can to the value of each of the programs I have discussed during the course of my presentation.

CONCLUSION

This completes my review of the appropriation needs as I see them. In concluding my statement to you I can only urge that as you weigh and analyze the multitude of considerations which have a proper part in coming to your collective decision on these segments of the total Labor-HEW appropriations bill you keep foremost in your mind's eye the impact of your funding decisions upon the aspirations of the boys and girls and young men and women whose lives will be affected by the preparation each receives during these years from kindergarten through graduate school. The shape and destiny of the 21st century will be formed by them.

Our generation has great cause to be thankful for the foresight of our predecessors in these chambers. The steps that they took enabled us to serve in our time, our generation. We should do likewise for our successors.

Through the multitude of daily decisions which press upon us in myriad detail we sometimes forget that our prime responsibility transcends the immediate. We ought to take into account the decades which lie ahead in our planning and our funding.

Therefore, I urge you that most serious consideration be given to funding each of the educational measures at the fully authorized amounts. It is only in this way I feel that we can keep America strong. These young Americans are the only true natural resource of this country. Consider their welfare in your markup sessions and I am confident that the welfare of the Nation will be well served.

Thank you.

PUBLIC LAW 874 COMPARABLE DISTRICTS VERSUS GROUP RATES

Senator MORSE. Senator Dominick?

Senator DOMINICK. Thank you, Mr. Chairman.

Mr. Nix, I just want to inject one new area in here.

There is a proposal that has been made by the Office of Education to change the formula by which impacted aid would be determined in a particular district.

Do you have any comment on that?

Is Dr. Hansford going to take that up?

Dr. HANSFORD. No; but I would like to comment on it, if I may.

Senator DOMINICK. All right.

Dr. HANSFORD. Members of our staff who are concerned with the federally impacted program are very concerned about this and asked that I do what I could to see if it could be reconsidered.

I asked them whether or not their position could be defended philosophically, that the fact that Colorado loses money under the proposed averaging rather than using comparable rates really was not the basis upon which we should make the decision.

They finally pointed out to me the fact that the procedure recommended actually is unfair in that in determining the local contribution rate they average all of the youngsters in the school where they should, if they are going in that direction, exclude those federally impacted

youngsters and average only the youngsters who are supported by the local funds.

We would recommend that any implementation of this new suggested averaging procedure be deferred at least 1 year and hopefully deleted.

Senator DOMINICK. Thank you very much. I commented yesterday that it seemed to me difficult to justify the new formula because what it does is to have the effect of penalizing those districts which need the most aid.

Dr. HANSFORD. That is correct.

Senator DOMINICK. And that did not seem to me to make much sense.

Mr. NIX. Senator, I would like to make one comment relative to this, or perhaps any other change at this time of the year.

When changes of this nature are about to be made, or if it is necessary that they be made, it would be extremely helpful to those in the States and to the local systems superintendents and boards of education if it could be projected for a year or 18 months, 2 years in advance, particularly on capital outlay expenditures because of the long-range planning that is involved in utilizing these funds.

Senator DOMINICK. Thank you.

10 PERCENT OF LIMITATION IN TITLE I ON CONSTRUCTION AND EQUIPMENT

Senator MORSE. Superintendent Nix, when I opened these hearings I made an opening statement, and part of that statement read as follows:

> I am sure that the Commissioner received communications from many sources, as the result of the letter issued about interpretations of Title I of Elementary and Secondary Education Act in which was contained advice to State departments of education that only in the most unusually well justified cases should State approval be given to Title I projects received from local educational agencies where such projects or programs contained more than a ten percent allocation of funds for equipment and construction costs. Although a modification of the original stricture was subsequently issued, even the modification contains a theory of Federal control, which I find difficult to square with the statute.

Now, I put that in my opening statement because earlier this year this subcommittee held a field hearing out in Oregon—we are going to have others elsewhere—and schoolmen from the State came and testified before our subcommittee and also expressed concern about this policy of the Office of Education as set forth in the communications that it sent to State educational authorities. This caused me to raise the question as to whether or not by this administrative approach they were not, in fact, determining educational policy which amounted to a form of Federal control, irreconcilable, I think, with the intent of Congress.

With that background, I would like to ask you this question. With respect to title I guidelines, have you any comment about the 10-percent limitation on use for construction and equipment advice given by the Office of Education to State departments?

Mr. NIX. Yes, sir. Approximately a year ago I had nine representatives of the U.S. Office of Education come to my office along with members of my title I staff for the purpose of making what they called a program review. It took nine of them to do this. One of the

things that they criticized us more severely for than for any other thing was the utilization of a percentage of our funds, or the number of projects that we were approving for the use of title I funds for construction. We took the position that the bill was funded late in the year and, in order for us to develop services in the years to follow for the disadvantaged, it was necessary that we have physical facilities to do so. We were not excessive; I think somewhat less than 20 percent in the utilization of our funds for capital outlay purposes. And we felt justified in this. And I so stated to this group. And later I made comment to the Commissioner and other members of his staff about it.

REGULATION NOT STATUATORY REQUIREMENT

I later learned that this was a regulation of the U.S. Office of Education and was not a part of the act itself as passed by the Congress. So this is really just a regulation of the U.S. Office of Education, and I do not think that it is good, because I think the States are in a better position to know how much of it can be used better for capital outlay purposes than someone sitting in Washington.

Let me give you one specific example. In our Ninth Congressional District we have almost completely—and I quote—use the words of the U.S. Office of Education, "eliminated the dual system of education."

We have one rather rural board of education that agreed to combine its last two high schools that had previously been used for predominantly white and predominantly Negro students. They made this decision locally under our State funding program for capital outlay, and last year we put 91 million State dollars into building classrooms for the children of the State, during 1 fiscal year. We put up three-quarters of a million dollars from State money. We requested the U.S. Office of Education to help us in any way they could with any funds they had available in order to make this possible for this local system. They were already heavily bonded locally. To date we have gotten no assistance for this purpose. Had we had some opportunity to use some of our title I funds, a substantial portion of it, we would have built this new high school and consolidated the two high schools into one and provided a better curriculum offering including occupational programs for these children that we cannot offer unless we have additional Federal funds and State funds.

So I think, Mr. Chairman, that the U.S. Office of Education has, in my opinion, overstepped the authority as given to it by Congress in holding to this 10 percent for construction.

Senator MORSE. Well, I am glad to have this statement. I agree with Dr. Minear that the Secretary of Health, Education, and Welfare, and the Commissioner of Education have done a remarkable job in handling a problem of the magnitude that our education legislation has placed on their desks. When I seek to bring about some modification in administrative policies it is not a matter of criticizing them. It is a matter of making certain that they carry out congressional intent.

LEGISLATION OVERSIGHT

As you know, this subcommittee is conducting a 2-year study of surveillance of the policies that are being promulgated by the Depart-

ment of Health, Education, and Welfare in the expenditure of the funds made available to them in order to make certain that State control of education is not, in fact, being circumvented through administrative rules and regulations. I think instances such as we are talking about now are bound to develop in a project, in a program as massive as our education program is. So when I bring out these points, I am not criticizing the Secretary and the Commissioner in their individual capacities at all. I have to carry out my duties and the subcommittee duties in regard to legislation surveillance.

I mentioned once before, I think, that I went into Ohio a year ago and made a commencement speech at a Negro college and found that they had been advised by the Department of Health, Education, and Welfare not to submit any applications for funds for construction. Nothing in the law gave the Department any such restrictive authority as that. It just happened that on that campus that is what they needed more than anything else. The best expenditure of Federal dollars on that campus would be to build them the building that they needed. I learned that they did not make an application. I asked them why they did not make application. They said, "What is the use?" I realized that my question was superfluous. You men sitting in front of me with such a wealth of administrative experience are going to think a long time before you submit a request for funds that runs counter to a policy, even though you know that the policy cannot be squared with the intent of Congress as expressed in the statute. So that is why we have a job here on the subcommittee to carry out our oversized responsibilities.

Well, I told my Ohio friends, "You go ahead and fill out the applications." I came back here. I got the finest of treatment from the Department and the Office when I brought the matter up. I want to say that in my judgment the Secretary and the others at the top level were surprised as I was. The policy was changed. That is why I raise this question this morning. I have already called upon the Department to respond to this part of my opening statement, and they will.

I want to express a point that I think needs to be expressed in earnest to you gentlemen that Dr. Minear brought out.

You are not here seeking to in any way injure the Department or attack the Department. You have a duty as State officers to make a record here showing how you think the administration of our education laws will be improved, and, also, to make representations when you think the facts support them of interference by way of administrative regulations and procedures with this cardinal principle that, after all, the Federal Government must not seek to dictate in any way State educational policy so long as that policy does not contravene constitutional rights.

I thought in fairness to you and in fairness to the Department it would be helpful if I backed up the statement that Dr. Minear made, which I am sure is the attitude of each and every one of you.

SENATOR JAVITS' QUERY

Now, in that spirit, also, Superintendent Nix, I am going to present to you a question that Senator Javits sent in asking me to ask in his behalf. It could go to any one of you really, but let me say what the

record shows as my view in regard to this whole civil rights issue in the field of education, because this deals with an aspect of civil rights.

I find we have civil rights in the North as well as in the South. Sometimes I am not so sure that there is as much recognition of it on the part of the constituency of school systems in the North as there is of the constituency of school systems in the South, but I ask the question of you because we are going to have to face it in the debate both within the committee and on the floor of the Senate on proposed amendments to this bill.

The question speaks for itself. It is directed to you, but others can participate in answer to it:

Should the State be given all the control of title III which you gentlemen seek, would there be any change from the Federal policy by your State of Georgia or any other State with respect to projects encouraging integration?

You know what the debate is going to be about. The charge is going to be made that you turn over more and more authority to the State departments of education in those States in which there is a greater degree of integration problems than in some others, although again I say you have a lot of them in the North, too. Are we then encouraging a continuation of a segregation program rather than an integration program?

Mr. NIX. Mr. Chairman, let me say at the outset that some 3 or 4 years ago the chairman of our State board of education and I were discussing, immediately following the passage of the Civil Rights Act, the impact upon our educational system in Georgia, in the South, and on the Nation. We concluded at that time that those of us in the South would learn to handle the problems relating to civil rights quicker than they would in the Northern States, and I think that this is a reasonable statement to hold to on this date.

Also I would like to say that in our State department of education I have more than 175 employees that are Negroes. I have more than 15 who are making better than $12,000, $13,000, as members of our staff. This may not sound like a very high salary to some of the Northern and Eastern States, but it is a relatively good salary in our State.

Also I would like to say that we have almost 30 systems now of 196 that have completely eliminated any semblance of a dual system of education. We have a unit in our department of education that is funded under title IV of the Civil Rights Act to help us in working with systems as liaison between our local system and the Federal officials with problems relating to desegregation and the whole business of civil rights.

In terms of title III of ESEA, I cannot recall a single project that the U.S. Office of Education has approved to date that is specifically designed to eliminate desegregation. If they have approved one in our State, I do not know of it.

So I do not think that State plan approval of title III of ESEA would change perhaps direction that the U.S. Office of Education has established in approving title III projects.

Now, in terms of our working toward eliminating the dual system of education in the South, or discrimination or desegregation, or whatever adjectives a person wants to use, I think that perhaps in the immediate year ahead our systems superintendents and the boards of education in communities throughout our State will accept as a fact

that it is the law of the land and that we must proceed in an orderly fashion to comply with the law as passed by the Congress in eliminating the dual system of education.

I think this is being accomplished in many places in the South in the face of very, very difficult problems, and we are knowledgeable of these problems, and we intend to work toward complying with the law. But I do not think that any place in this Nation with the recent events can point their finger at the civil rights problem in the South without also looking in their home States.

Senator MORSE. Thank you very much for that answer.

Dr. KIERNAN. Might I add, Mr. Chairman——

Senator MORSE. Commissioner Kiernan.

Dr. KIERNAN (continuing). Just the position of a Northern State?

My feeling is that the States would proceed more expeditiously and in a more orderly fashion than would the Federal Government, as Mr. Nix has just indicated. In our own case with the capital city, because the imbalance is not being corrected speedily enough, it was the State department that withheld $60 million of operating funds from the city of Boston, and $14 million for construction funds, a total of $30 million, not the Federal Government taking this step but rather the State. So, my feeling is that in answer to the query presented by Senator Javits, that, if anything, the speed with which our States move forward would be approved again and again as the right step forward rather than turning back to the U.S. Office of Education or its regional offices or its office at the local scene and suggest that they would know best when to move on this very serious human relations issue. I think the record would show both North and South that the States are proceeding properly.

Senator MORSE. Thank you for that statement.

Now, Commissioner Hansford, I want to turn to you for the final statement of the panel. I am sorry I am calling on you at such a late hour. I want to say I put 100 percent of the blame on the panel, because if you gentlemen had not been so stimulating the subcommittee would not have taken as much time as it did to ask you questions.

How do you like that for passing the buck? But joking aside, I am sorry that I am calling on you as late as I am, but don't let that cause you to limit your remarks in any way. I want you to speak to this record and to me, and we are interested in having you say whatever you would have said if I had called on you at 10 o'clock this morning, and so you may proceed at this time.

STATEMENT OF HON. BYRON W. HANSFORD, STATE COMMISSIONER OF EDUCATION, DENVER, COLO.

Dr. HANSFORD. Thank you, Mr. Chairman. You are indeed gracious. I am happy to be able to assure you and the other members of the panel that my remarks will be very brief. They would have been brief had I given them at 10 o'clock.

I do not have a formal statement. I would like to reinforce some of the things that have already been said and hopefully add a few other things for the record.

I certainly want the record to show that in my estimation and the estimation of my colleagues in Colorado and throughout the country the Elementary and Secondary Education Act has accomplished a

great deal of good for education in this country. And I am sure as interested citizens, as well as responsible education officials, we are desirous to improve it, and seldom in the affairs of men do we approach perfection, so even this I think can be improved.

MORE FUNDING NEEDED

I believe the provisions of H.R. 7819 are an improvement for the Elementary and Secondary Education Act, particularly with regard to title III, and I will have more to say about that in just a moment.

However, I would like to make a major point of the fact that regardless of what program emerges from Congress, we are going to have to have more money if we are going to have the desirable impact on education.

Now, the net effect of adding additional programs to the Elementary and Secondary Education Act has amounted to a cut in funds for the average program.

Now, this is indeed unfortunate because when the Elementary and Secondary Education Act was originally passed we worked very hard with the school systems all over the country—I refer here primarily to Colorado—to get them to gear up to do some things that they had not done previously. They finally got their momentum. They got their interest. They got this concern, and all at once they found out that they did not have the amount of money that they had largely counted upon. So, I sincerely hope that some additional funds can be found so that we can maintain the momentum that we have and add to the quality of programs.

My basic philosophy is that one cannot impose quality from outside, whether you are speaking of a local school system or a State. Therefore, I feel that if we are going to have the maximum impact on improvement of education, we must develop the competencies of the local leadership and State leadership.

Now, if we accept this as a basic premise, then this certainly guides and directs our action with regard to such decisions as who should be responsible for title III and various other aspects of the program.

I think that the Federal-State relationship should be the same as the State-local relationship, and in this we tried to liberate the creative abilities and talents of the people at the local level, and we find these in every board of education and in every local school staff.

I am concerned about statements that the State departments of education are not competent to administer title III. I was concerned about the statements that were in the press at the time that the bill was being debated in the House.

I found when I arrived here this morning that Secretary Gardner had made some allegations along the same line. I would like to refer to one particular statement that he made, and I quote:

> There is also a serious question concerning the capacity of many states to assume responsibility for Title III at this time. Although the Office of Education warmly encourages State Departments of Education to become deeply involved in the administration of Title III, the total educational burden on the state is of such magnitude that only 15 have been able to staff Title III programs despite encouragement and support under Title V to do so.

Now, Secretary Gardner has been misinformed. That is absolutely untrue.

I happen to serve on the title V advisory council to Secretary Gardner and Commissioner Howe, and I know that at the time title V was enacted States were told in effect that title III is "none of your business. You stay out of it."

COLORADO EXPERIENCE

Let me cite specifically our experience in Colorado where we proposed to put a person on the staff to work as a title III coordinator. We were told that we could not do it. We accomplished this only by using another title.

So, I submit that to use the fact that more States did not persevere and insist upon their right to appoint people under title V as they saw fit should not be used as a criticism.

I believe that educational decisions should be made as close as possible to the student in a way that is still consistent with efficiency. This means that State departments in their operation should allow the maximum number of decisions to be made locally.

Again, we have to provide leadership and service through local districts in order to try to improve their capacity to make wise decisions, but I would commend that sort of approach to the Federal Government.

I think that Federal support for education must be simplified.

Now, you notice I did not use the term "Federal aid." A friend of mine refers to Federal aid as "manna from uncle," and this has certain connotations. If this is a gift from our wise and benign Federal Government, then certainly they can say that they will attach any strings that they see fit. If, on the other hand, we say that the Federal Government has the responsibility to help support an adequate educational program in every State in the Nation, then it becomes their obligation, and they have no more right to establish strings than anyone else. I happen to believe in people. I happen to believe in a representative form of government, and I think that when we establish local boards of education in every community throughout this Nation, and we go out and find the best possible people to serve on those boards, and they must be good because the people elect them and entrust the future of their youngsters to these board members, then I think we better provide some trust to these local boards of education, and I would say the same thing about State boards of education.

Mr. Chairman, I thank you for your indulgence.

BUREAU OF BUDGET ROLE

Senator MORSE. Thank you for everything you said, and I want to give you a little support for the first point that you covered in regard to the amount of money that ought to be raised.

In my testimony before the Appropriations Committee—I would like to have the record show this because it backs you up—I said:

> Against the authorization of $2.4 billion, the budget request for fiscal year 1968 amounts to only $1.2 billion.

That is quite a cut, but that is typical of the Bureau of the Budget's cuts across the whole domestic program, and you know why they are being made. And I disagree with the necessity for making them. I happen to think that we cannot let down our domestic program and

expect to keep ourselves secure and dramatic proof has been brought to the people of this country in recent days. There will be more of it in different forms, and certainly if we go on an education starvation diet we are only making problems and troubles for the next generation. I am not going to be any party to it. You educators know the fight we had to make last year to get our education bills through, elementary and secondary, higher education, international education. In the elementary and secondary bill we were about $1.7 billion in round numbers above the Bureau of the Budget's program. It passed. The higher education amendments, about $2 billion above the Bureau of the Budget's program. We passed it, although the administration made an attempt on the floor of the Senate to cut back to the Bureau of the Budget figures. But we won last year on authorizations. Nobody can predict what is going to happen this year, but I am taking this extra 2 or 3 minutes because you have put your finger, I think, on the problem that the educators and the parents of this country had better help us with and quickly.

Dr. HANSFORD. Certainly it would be the height of folly to win the war and lose the peace.

Senator MORSE. That is exactly what the danger is.

Well, I went on to say:

> Thus, it is proposed that the program be financed for next year at 50 percent of the authorized amount. In other words, it is proposed that we slide back from 70-percent programs in 1967 to 50-percent programs in 1968 at a time when we should be expanding our effort. The number of eligible children in the formula in fiscal year 1968 will rise from 6 to 8 million with the result that the amount available per child will decrease again to a sum close to $150 per child. Thus, in the 3 years the program will have been in operation the average amount available on a per capita basis for each educationally disdvantaged child in the formula will have gone steadily down from $210, to $170, to $150, despite nominal increases in total appropriations.

EDUCATIONAL CRISIS

I think that is part of the fiscal crisis that is involved in America's educational crisis. This is a crisis. Instead of any decrease in recommendations for appropriations this year, the Bureau of the Budget, on the facts, ought to be recommending increases. I wanted to take a minute to tell you that at least you are not alone in the point of view that you have expressed. But don't leave us alone back here for the Bureau of the Budget recommendations will be changed in the House and the Senate only if the Appropriations Committees of the House and the Senate hear from the people. They will hear from them if the people get the facts, but the Bureau of the Budget is counting on the fact that the people will not get the facts.

May I say, as a veteran of the legislative process, that is the trouble. The people do not know and thus recommendations for inadequate funding have a chance of getting adopted. When we go back home our constituents say, "What did you do that for?" I reply: "What do you mean, what did we do that for? What did you do about your citizen-statemanship responsibilities? After all, the government is yours and the legislative process is yours. If you stand by and permit this country in these times drastically to cut back on the rival domestic needs of the people of this country, don't get surprised about riots, don't get surprised of other manifestations of a decaying tranquility

in the Republic. If we let down the domestic needs of the people of this country we are buying trouble. If we are at a point—and I am frank about it—if we are at a point at which we cannot meet the needs of our people and at the same time spend some $30 billion in a war which has produced the greatest disunity in the history of the Republic, then don't come crying to me as your Senator," I say to the people of my State, "about what Congress failed to do."

I happen to believe that the best security we can develop in this country is to keep our economy secure and to keep these services for a domestic aid program at a high level. Therefore the senior Senator from Oregon is not going to vote for a single school anywhere in the world, unless the Congress and the administration is willing to vote for schools here. Name for me an area in any underdeveloped area of the world in which there is a greater need for schools than in the Capital City of the United States. While here if we but had time—too bad they are not in operation—I could take you into schools so shocking in their inadequacy that they will make some areas in the world in which the American taxpayers through a foreign aid bill are spending billions of dollars of money look like pretty good schools.

Oh, I know, I get criticized because I am that tough, but I am going to be tougher. I am going to be tougher insofar as meeting this educational crisis is concerned. I am going to be tougher in opposition to the expenditure of billions of dollars in a foreign aid program this year until my country first provides a domestic aid program to people within the ghettoes of America and the rural slums of America when there are people as deprived as the people that we are sending millions of dollars to help in the underdeveloped areas of the world. We had better pay some attention to the underdeveloped areas of the United States. I will be the first to give support to the help of the underprivileged abroad if there is a greater manifestation of providing funds on the part of Congress for undeveloped and underprivileged people in our country.

Now, that is not a very good plane on which to recess the hearings, but nevertheless I will be very glad to have my administration answer what I have just said, because I will close by once again saying the crisis is so great in the field of American education that, unless we build our school system into a stronger system than it is at the present time, we are not going to keep ahead of Russia and China in the next half century. They are going to get ahead of us in the development of their brainpower, and our greatest weapon is the brainpower of our youth. That is why I am so glad that this panel came before us this morning and has made a record which I can put to good use, may I say, as I continue this fight for better schools in the United States.

At this point I order inserted all prepared statements and other pertinent material supplied for the record.

(The material referred to above follows:)

STATE OF OREGON,
STATE DEPARTMENT OF EDUCATION,
Salem, August 16, 1967.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.:

You asked that we provide our reaction to the testimony of Commissioner of Education Harold Howe and Secretary of Health, Education, and Welfare Department John Gardner which was recently presented to your committee.

Perhaps some of the following comments might be helpful, but let me emphasize again that I have great respect for these two gentlemen, but naturally I see the problems from a different perspective:

Commissioner Howe.—Titles III and V, ESEA: Each of Commissioner Howe's observations about the inability of states to administer Title III is evidence of the need for federal support and expertise being brought to bear in order to make states able to handle the job. It depends upon one's basic views toward "creative federalism"—our view is that states need to be kept strong; Commissioner Howe's view is that they are weak and not worth helping so the Federal Government should administer for them. There is some self-contradiction because in his testimony on Title V, ESEA, he applauds states for their response to this stimulative effort and makes an all-out plea to keep the 15% special projects money for interstate work under Section 505.

Secretary Gardner.—Title III, ESEA: Secretary Gardner makes three points about Title III. His first point is that local districts innovate, *states assess local ideas and plan statewide networks to promote educational change,* and nationwide panels help select the best for federal funding. The underlined statement (my underlines) shows some excessive optimism on Secretary Gardner's part, I believe. With direct local district—federal relationships under Title III as they presently exist, any statewide planning is either bootlegged or accidental.

Secretary Gardner's second point is that the church-state controversy is lying idle now and any tampering with the administration of Title III might revive that monster. I am not convinced this is the case.

Secretary Gardner's third point is the same as the bulk of Commissioner Howe's testimony—that states are incapable of being brought up to the capacity to administer Title III. Again, it is a matter of one's basic view of state authority and responsibility. Secretary Gardner says that despite the states being "warmly encouraged" to become deeply involved in the administration of Title III, only fifteen states had been able to staff Title III programs. In my mind "warmer encouragement" *with money* is the answer.

LEON P. MINEAR,
Superintendent, Public Instruction.

Senator MORSE. We stand in recess until 10 a.m., August 7.

(Whereupon, the hearing was recessed at 1:30 p.m. to reconvene at 10 a.m. on August 7, 1967.)

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