1043

HIGHER EDUCATION AMENDMENTS OF 1970

DOCUMENTS
RECEIVED
MAR 11 1971
THE LIBRARY
KANSAS STATE UNIVERSITY



HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 3474

TO AMEND THE HIGHER EDUCATION ACT OF 1965, THE NATIONAL DEFENSE EDUCATION ACT OF 1958, THE HIGHER EDUCATION FACILITIES ACT OF 1963, THE INTERNATIONAL EDUCATION ACT OF 1966, AND FOR OTHER PURPOSES

AND RELATED BILLS

MAY 28; JUNE 17 AND 19, 1970

PART 2

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

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

HIGHER EDUCATION AMENDMENTS OF 1970

HEARINGS

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 3474

TO AMEND THE HIGHER EDUCATION ACT OF 1965, THE NATIONAL DEFENSE EDUCATION ACT OF 1958, THE HIGHER EDUCATION FACILITIES ACT OF 1963, THE INTERNATIONAL EDUCATION ACT OF 1966, AND FOR OTHER PURPOSES

AND RELATED BILLS

MAY 28; JUNE 17 AND 19, 1970

PART 2

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



U.S. GOVERNMENT PRINTING OFFICE

51-567 O WASHINGTON : 1971

COMMITTEE ON LABOR AND PUBLIC WELFARE

RALPH YARBOROUGH, Texas, *Chairman*

JENNINGS RANDOLPH, West Virginia
HARRISON A. WILLIAMS, JR., New Jersey
CLAIBORNE PELL, Rhode Island
EDWARD M. KENNEDY, Massachusetts
GAYLORD NELSON, Wisconsin
WALTER F. MONDALE, Minnesota
THOMAS F. EAGLETON, Missouri
ALAN CRANSTON, California
HAROLD E. HUGHES, Iowa

JACOB K. JAVITS, New York
WINSTON L. PROUTY, Vermont
PETER H. DOMINICK, Colorado
GEORGE MURPHY, California
RICHARD S. SCHWEIKER, Pennsylvania
WILLIAM B. SAXBE, Ohio
RALPH TYLER SMITH, Illinois

ROBERT O. HARRIS, *Staff Director*
JOHN S. FORSYTHE, *General Counsel*
ROY H. MILLENSON, *Minority Staff Director*
EUGENE MITTELMAN, *Minority Counsel*

SUBCOMMITTEE ON EDUCATION

CLAIBORNE PELL, Rhode Island, *Chairman*

RALPH YARBOROUGH, Texas
JENNINGS RANDOLPH, West Virginia
HARRISON A. WILLIAMS, JR., New Jersey
EDWARD M. KENNEDY, Massachusetts
WALTER F. MONDALE, Minnesota
THOMAS F. EAGLETON, Missouri

WINSTON L. PROUTY, Vermont
JACOB K. JAVITS, New York
PETER H. DOMINICK, Colorado
GEORGE MURPHY, California
RICHARD S. SCHWEIKER, Pennsylvania

STEPHEN J. WEXLER, *Counsel*
RICHARD D. SMITH, *Associate Counsel*
ROY H. MILLENSON, *Minority Staff Member*

CONTENTS

HIGHER EDUCATION AMENDMENTS OF 1970—PART 2

CHRONOLOGICAL LIST OF WITNESSES

THURSDAY, MAY 28, 1970

Page

Mumford, Hon. L. Quincy, Librarian of Congress; accompanied by Edmond L. Applebaum, Assistant Director, Processing Department, Library of Congress 897

Fulton, Richard A., executive director and general counsel, United Business Schools Association; accompanied by Douglas DeVaux, president, Cambria-Rowe Business College, Johnstown, Pa., and chairman, Council on Business Schools Accrediting Commission for Business Schools; Morris J. Gaebe, president, Johnson & Wales Junior College of Business, Providence, R.I.; Dana R. Hart, executive secretary, Accrediting Commission for Business Schools; Al Sullivan, president, Sullivan Business College, Louisville, Ky.; and Harry Weber, vice president, Sullivan Business College, Louisville, Ky 912

WEDNESDAY, JUNE 17, 1970

Miller, Hon. Jack R., a U.S. Senator from the State of Iowa 1047

Ray, Dean Robert F., Division of Extension and University Services, University of Iowa, and president, The National University Extension Association; accompanied by Robert J. Pitchell, executive director, The National University Extension Association 1048

Harrington, Fred H., president, University of Wisconsin; chairman, executive committee, the National Association of State Universities and Land-Grant College; accompanied by Ralph K. Huitt, executive directors, The National Associaiion of State Universities and Land-Grant Colleges 1200

FRIDAY, JUNE 19, 1970

Long, Dr. Herman, president, Talladega College, Talladega, Ala., and vice president, National Associalion for Equal Opportunity in Higher Education; accompanied by Dr. George A. Owens, president, Tougaloo College, Tougaloo, Miss.; Dr. Broadus N. Butler, president, Dillard University, New Orleans, La.; and Dr. Elias Blake, president, Institute for Services to Education, Washington, D.C 1245

STATEMENTS

Board of directors of the National Association for Equal Opportunity in Higher Education, prepared statement 1309

Fulton, Richard A., executive director and general counsel, United Business Schools Association; accompanied by Douglas DeVaux, president, Cambria-Rowe Business College, Johnstown, Pa., and chairman, Council on Business Schools Accrediting Commission for Business Schools; Morris J. Gaebe, president, Johnson & Wales Junior College of Business, Providence, R.I.; Dana R. Hart, executive secretary, Accrediting Commission for Business Schools; Al Sullivan, president, Sullivan Business College, Louisville, Ky.; and Harry Weber, vice president, Sullivan Business College, Louisville, Ky 912

Harrington, Fred H., president, University of Wisconsin; chairman, executive committee, the National Associaiion of State Universities and Land-Grant College; accompanied by Ralph K. Huitt, executive directors, The National Associaiion of State Universities and Land-Grant Colleges ..... Page 1200
Prepared statement 1201
Long, Dr. Herman, president, Talladega College, Talladega, Ala., and vice president, National Association for Equal Opportunity in Higher Education; accompanied by Dr. George A. Owens, president, Tougaloo College, Tougaloo, Miss.; Dr. Broadus N. Butler, president, Dillard University, New Orleans, La.; and Dr. Elias Blake, president, Institute for Services to Education, Washington, D.C 1245
Prepared statement 1296
Miller, Hon. Jack R., a U.S. Senator from the State of Iowa 1047
Mumford, Hon. L. Quincy, Librarian of Congress; accompanied by Edmond L. Applebaum, Assistant Director, Processing Department, Library of Congress 897
Prepared statement 908
Ray, Dean Robert F., Division of Extension and University Services, University of Iowa, and president, The National University Extension Association; accompanied by Robert J. Pitchell, executive director, The National University Extension Association 1048
Prepared statement 1063
Stevens, L. R., president, United Business Schools Association; president, Stevens Hanager College, of Salt Lake City, Utah, prepared statement 913

ADDITIONAL INFORMATION

Articles, publications, etc.:
"A Survey of Member Institutions to The NUEA Government Relations Committee on title I of the Higher Education Act of 1965 and the National University Extension Association," prepared by Ernest J. Nesius, West Virginia, and Robert F. Ray, the University of Iowa, January 1970 1072
"Analysis of Financial Aid Data," from the National Association for Equal Opportunity in Higher Education, Washington, D.C., July 6, 1970 1274
"Briefing Paper on the Traditionally Black College," from the National Association for Equal Opportunity in Higher Education, Washington, D.C 1266
"College Work-Study Review," Courtesy United Business Schools Association, Washington, D.C 967
Conducted reports by the Detroit Institute of Commerce:
Manpower Development Class No. 9054—stenographer, February 20, 1970 946
Manpower Development Training Class No. 9038—stenographer, October 15, 1969 955
WIN project No. 8229–026 Clerk-Typist, October 15, 1969 961
"Federal Financial Aid to Students," by Harry V. Weber, from the Compass, official journal of the United Business Schools Association, Washington, D.C., April 1970 1045
"Minority Participation in Title I Extension and Continuing Education Programs During Fiscal Year 1969," compiled from title I records in the Office of Education and respective State agencies 1056
"On Negro Youth and Black Power," by Dr. Broadus N. Butler, president, Dillard University, New Orleans, La 1367
"Recommendations for National Action Affecting Higher Education," a joint statement by The National Association of State Universities and Land-Grant Colleges, and The American Association of State Colleges and Universities, November 1969, Chicago, Ill., and Atlanta, Ga 1218
"Schools That Teach Jobs," courtesy of United Business Schools Association, reprinted by Changing Times, The Kiplinger Magazine, Washington, D.C., March 1970 974

Articles, pnblications, etc—Continued
"The Learning Force: An Approach to the Politics of Education," by Stanley Moses, prepared for the U.S. Office of Education by the Educational Policy Research Center, Syracuse University, Syracuse, N.Y., March 1970 ... Page 979
"The Need for Federal Support of Predominantly Black Colleges," by President Broadus Butler of Dillard University, New Orleans, La. ... 1327
"The Traditionally Negro College," background paper by Elias Blake, Jr., Institute for Services to Education for the National Association for Equal Opportunity ... 1336
"Toward Total Commitment to Equality of Educational Opportunity," by Dr. Broadus N. Butler, president, Dillard University ... 1371
Communications to:
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, from LeRoy R. Stevens, president, Stevens Henager College, Salt Lake City, Utah, September 24, 1970 ... 1028
McGovern, Hon. George, a U.S. Senator from the State of South Dakota, from H. D. Buckingham, president, National College of Business, Rapid City, S. Dak., April 3, 1970, with enclosure ... 1023
Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island, chairman, Subcommittee on Education of the Committee on Labor and Public Welfare from:
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, September 30, 1970 ... 1027
Stevens, LeRoy R., president, United Business Schools Association, Washington, D.C., February 6, 1970 ... 935
Exhibits:
A–1—Scholarship status notification, Pennsylvania Higher Education Assistance Agency, Harrisburg, Pa., Commonwealth of Pennsylvania ... 937
A–2—State scholarship programs, from the Commonwealth of Pennsylvania ... 938
B–1—ACBS student survey ... 939
B–2—ACBS faculty survey ... 940
B–3—Tuition receipts of schools ... 941
C–1—Communication from J. H. Warf, chairman, Tennessee State Department of Education, Nashville, Tenn., with enclosure ... 942
C–2—Resolution from Tennessee State Board of Education adopted November 26, 1969 ... 943
D–1—1969–70 UBSA membership profile survey ... 944
Memorandum to:
Members of the Committee on Labor and Public Welfare of the U.S. Senate from Dr. Herman Branson, president, National Association for Equal Opportunity in Higher Education, with enclosure, May 21, 1970 ... 1279
Selected tables:
Program by activities, fiscal year 1970 (estimated) ... 900
Table of new books issued by country per 100,000 population ... 903

MASTER CONTENTS

(PARTS 1–4)

Text of: Page

S. 3474 2
S. 226 13
S. 366 22
S. 939 31
S. 962 51
S. 1033 55
S. 1563 71
S. 1788 80
S. 1897 135
S. 1969 156
S. 2545 164
S. 3151 166
S. 3267 175
S. 3268 176
S. 3369 178
S. 3636 182
S. 3707 257
S. 3797 259
S. 3817 276
S. 3917 284
S. 4024 293
S. 4074 296
S. 4185 298
S. 4251 299

CHRONOLOGICAL LIST OF WITNESSES

THURSDAY, FEBRUARY 5, 1970

Zacharias, Dr. Jerrold, professor of physics, Massachusetts Institute of Technology, and chairman, panel on Educational Innovation 312
Rivlin, Dr. Alice Mitchell, senior fellow, Brookings Institution, Washington, D.C. 344
Sanders, Dr. Edward, vice president and director, Washington office, College Entrance Examination Board 438

TUESDAY, MAY, 12, 1970

Finch, Hon. Robert H., Secretary, Department of Health, Education, and Welfare; accompanied by Hon. James E. Allen, Jr., Commissioner of Education; Lewis Butler, Assistant Secretary, Planning and Evaluation; Peter P. Muirhead, Associate Commissioner for Higher Education; and James W. Moore, Director, Division of Student Financial Aid 508

THURSDAY, MAY 21, 1970

Williams, Lea E., director, East Asian Language and Area Center, Brown University; Daniel Bays, graduate student, Center for Chinese Studies, University of Michigan; and Dean S. Worth, acting director, Russian and East European Studies Center, University of California, Los Angeles, Calif. 593
Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico 622
Dix, William S., president, American Library Association, and director of libraries, Princeton University; Richard Dougherty, associate director, University of Colorado Libraries; and Harold Young, graduate student, University of Michigan School of Library Science 625

Page

McCarthy, Stephen A., executive director, Association of Research Libraries, Washington, D.C---- 657

Hitchens, Dr. Howard, executive director, Department of Audiovisual Instruction, accompanied by Dr. Rawland Cresser, director, Audiovisual Center, University of Rhode Island, Kingston, R.I.; and Miss Pryor Hale, director of Federal relations, Department of Audiovisual Instruction; appearing on behalf of the Department of Audiovisual Instruction, National Education Association, Washington, D.C---- 672

THURSDAY, MAY 28, 1970

Mumford, Hon. L. Quincy, Librarian of Congress; accompanied by Edmond L. Applebaum, assistant director, Processing Department, Library of Congress---- 897

Fulton, Richard A., executive director and general counsel, United Business Schools Association; accompanied by Douglas DeVaux, president, Cambria-Rowe Business College, Johnstown, Pa., and chairman, Council on Business Schools Accrediting Commission for Business Schools; Morris J. Gaebe, president, Johnson & Wales Junior College of Business, Providence, R.I.; Dana R. Hart, executive secretary, Accrediting Commission for Business Schools; Al Sullivan, president, Sullivan Business College, Louisville, Ky.; and Harry Weber, vice president, Sullivan Business College, Louisville, Ky---- 912

WEDNESDAY, JUNE 17, 1970

Miller, Hon. Jack R., a U.S. Senator from the State of Iowa---- 1047

Ray, Dean Robert F., Division of Extension and University Services, University of Iowa, and president, the National University Extension Association; accompanied by Robert J. Pitchell, executive director, the National University Extension Association---- 1048

Harrington, Fred H., president, University of Wisconsin; chairman, executive committee, the National Association of State Universities and Land-Grant Colleges; accompanied by Ralph K. Huitt, executive director, the National Association of State Universities and Land-Grant Colleges-- 1200

FRIDAY, JUNE 19, 1970

Long, Dr. Herman, president, Talladega College, Talladega, Ala., and vice president, National Association for Equal Opportunity in Higher Education; accompanied by Dr. George A. Owens, president, Tougaloo College, Tougaloo, Miss.; Dr. Broadus N. Butler, president, Dillard University, New Orleans, La.; and Dr. Elias Blake, president, Institute for Services to Education, Washington, D.C---- 1245

TUESDAY, JULY 21, 1970

Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey-- 1384

Gleazer, Dr. Edmund J., Jr., executive director, American Association of Junior Colleges; Dr. Albert Canfield, director, Washington State Board of Community College Education, and national chairman of the National Council of State Directors of Community Junior Colleges, and Dr. Robert Leo, special assistant to the chancellor of Dallas County Junior College District and member, AAJC Commission on Legislation, a panel---- 1386

Canfield, Dr. Albert A., chairman, the National Council of State Directors of Community Junior Colleges and director of the Washington State Community College Education---- 1468

Leo, Dr. Robert J., special assistant to the chancellor of the Dallas County Junior College District, Dallas, Tex., and member, AAJC Commission on Legislation, Dallas, Tex---- 1541

Harlacher, Dr. Ervin, president, Brookdale Community College, Lincroft, N.J---- 1644

Martorana, S. V., Ph. D., vice chancellor for two-year colleges, State University of New York---- 1663

Hayes, Dr. William, president, Alice Lloyd College, Pippa Passes, Ky---- 1700

WEDNESDAY, JULY 22, 1970

Page

Smith, Dr. Norvel, president, Merritt College, Oakland, Calif., and Milton Bassin, president, New York Community College, Brooklyn, N.Y., a panel ---------- 1721

Muirhead, Dr. Peter P., Associate Commissioner for Higher Education, U.S. Office of Education, accompanied by Albert L. Alford, Assistant Commissioner for Legislation, and Juliette N. Lester, Community College Affairs Notice ---------- 1737

Young, Mrs. Patricia B., and Terrence A. Tollefson, New Jersey Department of Higher Education ---------- 1784

Wattenbarger, Dr. James L., Institute of Higher Education, University of Florida, Gainesville, Fla ---------- 1798

Wentling, James, member of the advisory board, Kent State University, Ashtabula, Ohio, and economist and director of marketing of the Bancohio Corp.; Dr. John W. Ryan, chancellor for regional campuses of Indiana University; Kenneth L. Holderman, vice president for commonwealth campuses of Pennsylvania State University; accompanied by Dr. C. H. Lawshe, vice president, Lafayette, Ind.; and John G. Beasley, Government liaison, University of South Carolina, Columbia, S.C ---------- 1827

WEDNESDAY, AUGUST 12, 1970

Walker, Charls E., Under Secretary of the Treasury, accompanied by Peter M. Muirhead, Associate Commissioner for Higher Education, Department of Health, Education, and Welfare; James Moore, director, Division of Student Financial Aid; and Francis X. Cavanaugh, Associate Director, Office of Debt Analysis ---------- 1961

TUESDAY, AUGUST 18, 1970

O'Leary, James J., executive vice president and economist of the United States Trust Co., in New York City, and chairman of the American Bankers Association's Task Force on Guaranteed Student Loans; accompanied by Louis J. Hill, president, Peoples Bank of Tallahassee, Fla.; and Harry J. Drolet, senior vice president, Connecticut Bank & Trust Co., Hartford, Conn ---------- 2051

Brown, Thom Porter, president, Financial Aid Officers of Rhode Island, accompanied by Father John Peterson, assistant treasurer, Providence College, Providence, R.I ---------- 2209

Purdy, Allan W., former president, National Association of Student Financial Aid Administrators; accompanied by Edson W. Sample, president, Midwest Association of Student Financial Aid Administrators, Indiana University ---------- 2217

WEDNESDAY, AUGUST 19, 1970

Dungan, Ralph A., chancellor, Department of Higher Education, State of New Jersey, accompanied by William Nester, director, student loan program ---------- 2251

Broadway, Stan C., president, National Council of Higher Education Loan Programs; accompanied by Joe Cosgrove, of Massachusetts; Jay W. Evans, of Pennsylvania; Elwood Hollister, of New York; Robert McCormick, of the District of Columbia; and Richard Petrie and Col. J. O. Morris ---------- 2285

Marshall, Allen D., president, United Student Aid Funds, Inc., accompanied by Willard R. Espy ---------- 2307

STATEMENTS

Allen, Hon. James E., Jr., Assistant Secretary for Education and U.S. Commissioner of Education, prepared statement ---------- 533

Alleyne, associate director, Westchester Regional Education Center, White Plains, N.Y., prepared statement ---------- 2507

Area Studies from Cornell University, student statement by Jennifer A. Cushman and 28 other signatories ---------- 748

Page

Association of American Law Schools, Dupont Circle, Washington, D.C., prepared statement 858
Bassin, Milton G., president, New York City Community College, Brooklyn, N.Y., prepared statement 1776
Beckman, George M., director, Far Eastern and Foreign Institute, University of Washington, Seattle, Wash 736
Board of directors of the National Association for Equal Opportunity in Higher Education, prepared statement 1309
Broadway, Stan C., president, National Council of Higher Education Loan Programs, accompanied by Joe Cosgrove, of Massachusetts; Jay W. Evans, of Pennsylvania; Elwood Hollister, of New York; Robert McCormick, of the District of Columbia; and Richard Petrie and Col. J. O. Morris 2285
Prepared statement 2289
Brown, Thom Porter, president, Financial Aid Officers of Rhode Island, accompanied by Father John Peterson, assistant treasurer, Providence College, Providence, R.I 2209
Canfield, Dr. Albert A., chairman, the National Council of State Directors of Community Junior Colleges and director of the Washington State Community College Education 1468
Prepared statement 1530
Chin, Irving Sheu Kee, chairman, Chinatown Advisory Council to the borough president of Manhattan, New York, N.Y., prepared statement, with enclosures 2421
Cohen, Prof. Morris L., president-elect, American Association of Law Libraries, Chicago, Ill., prepared statement 2462
Dix, William S., president, American Library Association, and director of libraries, Princeton University; Richard Dougherty, associate director, University of Colorado Libraries; and Harold Young, graduate student, University of Michigan School of Library Science 625
Prepared statement of William S. Dix 627
Prepared statement of Harold Young 637
Prepared statement of Richard Dougherty 644
Dungan, Ralph A., chancellor, Department of Higher Education, State of New Jersey, accompanied by William Nester, director, student loan program 2251
Prepared statement 2253
Evans, Hon. Daniel J., Governor, State of Washington 1527
Finch, Hon. Robert H., Secretary, Department of Health, Education, and Welfare; accompanied by Hon. James E. Allen, Jr., Commissioner of Education; Lewis Butler, Assistant Secretary, Planning and Evaluation; Peter P. Muirhead, Associate Commissioner for Higher Education; and James W. Moore, Director, Division of Student Financial Aid 508
Prepared Statement 523
Fulton, Richard A., executive director and general counsel, United Business Schools Association; accompanied by Douglas DeVaux, president, Cambria-Rowe Business College, Johnstown, Pa., and chairman, Council on Business Schools Accrediting Commission for Business Schools; Morris J. Gaebe, president, Johnson & Wales Junior College of Business, Providence, R.I.; Dana R. Hart, executive secretary, Accrediting Commission for Business Schools; Al Sullivan, president, Sullivan Business College, Louisville, Ky.; and Harry Weber, vice president, Sullivan Business College, Louisville, Ky 912
Gleazer, Dr. Edmund J., Jr., executive director, American Association of Junior Colleges; Dr. Albert Canfield, director, Washington State Board of Community College Education, and national chairman of the National Council of State Directors of Community Junior Colleges and Dr. Robert Leo, special assistant to the chancellor of Dallas County Junior College District and member, AAJC Commission on Legislation, a panel 1386
Prepared statement of Dr. Gleazer 1388
Hanson, Harold P., dean, Graduate School, University of Florida, Gainesville, Fla., prepared statement 822
Harlacher, Dr. Ervin, president, Brookdale Community College, Lincroft, N.J. 1644
Prepared statement 1651

Harrington, Fred H., president, University of Wisconsin; chairman, executive committee, the National Association of State Universities and Land-Grant Colleges; accompanied by Ralph K. Huitt, executive director, the National Association of State Universities and Land-Grant Colleges ---------- Page 1200
Prepared statement ---------- 1201
Hayes, Dr. William, president, Alice Lloyd College, Pippa Passes, Ky---- 1700
Hitchens, Dr. Howard, executive director, Department of Audiovisual Instruction; accompanied by Dr. Rawland Cresser, director, Audiovisual Center, University of Rhode Island, Kingston, R.I.; and Miss Pryor Hale, director of Federal relations, Department of Audiovisual Instruction; appearing on behalf of the Department of Audiovisual Instruction, National Education Association, Washington, D.C.---------- 672
Prepared statement of Howard Hitchens---------- 673
Holderman, Kenneth L., vice president for commonwealth campuses, the Pennsylvania State University---------- 1854
Kogan, Leo, president, Mandl School for Medical and Dental Assistants, and chairman, National Affairs Committee of the National Association of Trade and Technical Schools, prepared statement---------- 2401
Leo, Dr. Robert J., special assistant to the chancellor of the Dallas County Junior College District, Dallas, Tex., and member, AAJC Commission on Legislation, Dallas, Tex---------- 1541
Prepared statement---------- 1629
Long, Dr. Herman, president, Talladega College, Talladega, Ala., and vice president, National Association for Equal Opportunity in Higher Education; accompanied by Dr. George A. Owens, president, Tougaloo College, Tougaloo, Miss.; Dr. Broadus N. Butler, president, Dillard University, New Orleans, La.; and Dr. Elias Blake, president, Institute for Services to Education, Washington, D.C---------- 1245
Prepared statement---------- 1296
McCarthy, Stephen A., executive director, Association of Research Libraries, Washington, D.C.---------- 657
Prepared statement---------- 658
Marshall, Allen D., president, United Student Aid Funds, Inc., accompanied by Willard R. Espy---------- 2307
Prepared statement---------- 2312
Martorana, S. V., Ph. D., vice chancellor for 2-year colleges, State University of New York---------- 1663
Prepared statement---------- 1680
Miller, Hon. Jack R., a U.S. Senator from the State of Iowa---------- 1047
Montoya, Hon. Joseph M., a U.S. Senator from the State of New Mexico-- 622
Muirhead, Dr. Peter P., Associate Commissioner for Higher Education, U.S. Office of Education, accompanied by Albert L. Alford, Assistant Commissioner for Legislation, and Juliette N. Lester, Community College Affairs Notice---------- 1737
Prepared statement---------- 1756
Mumford, Hon. L. Quincy, Librarian of Congress; accompanied by Edmond L. Applebaum, Assistant Director, Processing Department, Library of Congress ---------- 897
Prepared statement---------- 908
National Association of Student Financial Aid Administrators, prepared statement ---------- 2228
O'Leary, James J., executive vice president and economist of the United States Trust Co., in New York City and chairman of the American Bankers Association's Task Force on Guaranteed Student Loans; accompanied by Louis J. Hill, president, Peoples Bank of Tallahassee, Fla.; and Harry J. Drolet, senior vice president, Connecticut Bank & Trust Co., Hartford, Conn---------- 2051
Prepared statement---------- 2194
Purdy, Allan W., former president, National Association of Student Financial Aid Administrators; accompanied by Edson W. Sample, president, Midwest Association of Student Financial Aid Administrators, Indiana University---------- 2217

Ray, Dean Robert F., division of extension and university service, University of Iowa, and president, the National University Extension Association; accompanied by Robert J. Pitchell, executive director, the National University Extension Association — Page 1048
Prepared statement — 1063
Rivlin, Dr. Alice Mitchell, senior fellow, Brookings Institution, Washington, D.C — 344
Prepared statement — 353
Ruud, Prof. Millard H., consultant on legal education, American Bar Association, prepared statement — 891
Ryan, John W., vice president, Indiana University, Bloomington, Ind., prepared statement — 1828
Sanders, Dr. Edward, vice president and director, Washington Office, College Entrance Examination Board — 438
Shinn, Jennifer A., Jackson Heights, N.Y., on Problems of Student Financial Assistance, prepared statement — 2510
Smith, Dr. Norvel, president, Merritt College, Oakland, Calif., and Milton Bassin, president, New York Community College, Brooklyn, N.Y., a panel — 1721
Prepared statement — 1731
Stevens, L. R., president, United Business Schools Association: president, Stevens Hanager College, of Salt Lake City, Utah, prepared statement — 913
Tomasino, Christopher, State University of New York at New Paltz — 2512
Walker, Charls E., Under Secretary of the Treasury, accompanied by Peter M. Muirhead, Associate Commissioner for Higher Education, Department of Health, Education, and Welfare; James Moore, Director, Division of Student Financial Aid; and Francis X. Cavanaugh, Associate Director, Office of Debt Analysis — 1961
Prepared statement — 2032
Wattenbarger, Dr. James L., Institute of Higher Education, University of Florida, Gainesville, Fla — 1798
Prepared statement — 1814
Wentling, James, member of the advisory board, Kent State University, Ashtabula, Ohio, and economist and director of marketing of the Bancohio Corp.; Dr. John W. Ryan, chancellor for regional campuses of Indiana University; Kenneth L. Holderman, vice president for commonwealth campuses of Pennsylvania State University; accompanied by Dr. C. H. Lawshe, vice president, Lafayette, Ind.; and John G. Beasley, Government liaison, University of South Carolina, Columbia, S.C — 1827
Prepared statement — 1845
Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey — 1384
Williams, Lea E., director, East Asian Language and Area Center, Brown University; Daniel Bays, graduate student, Center for Chinese Studies, University of Michigan; and Dean S. Worth, acting director, Russian and East European Studies Center, University of California, Los Angeles, Calif — 593
Prepared statement of Lea E. Williams — 603
Prepared statement of Daniel Bays — 609
Prepared statement of Dean Stoddard Worth — 614
Young, Mrs. Patricia B., and Terrence A. Tollefson, New Jersey Department of Higher Education — 1784
Prepared statement — 1787
Zacharias, Dr. Jerrold, professor of physics, Massachusetts Institute of Technology, and chairman, panel on Educational Innovation — 312

ADDITIONAL INFORMATION

Articles, publications, etc.:
"A College for Every Man," by Dale Tillery — 1482
"A Study of Certain Input-Output Relationships in Selected Community Junior Colleges," by James Edward Matthews — 1809
"A Survey of Member Institutions to the NUEA Government Relations Committee on title I of the Higher Education Act of 1965 and the National University Extension Association," prepared by Ernest J. Nesius, W. Va., and Robert F. Ray, the University of Iowa, January 1970 — 1072

Articles, publications, etc.—Continued Page

American Bankers Association Student Loan Survey 2090
"Analysis of Financial Aid Data," from the National Association for Equal Opportunity in Higher Education, Washington, D.C., July 6, 1970 1274
"Briefing Paper on the Traditionally Black College," from the National Association for Equal Opportunity in Higher Education, Washington, D.C. 1266
"College Work-Study Review," Courtesy United Business Schools Association, Washington, D.C. 967
Comments Received from ABA members concerning the guaranteed student loan program 2092
Conducted reports by the Detroit Institute of Commerce:
Manpower Development Class No. 9054—stenographer, February 20, 1970 946
Manpower Development Training Class No. 9038—stenographer, October 15, 1969 955
WIN project No. 8229–026 Clerk-Typist, October 15, 1969 961
Dollar Outlay Necessary to Meet Alternative Construction Financing 567
"Education Report: Nixon's College Student Aid Plan Criticized as Blow to Middle-Income Families," from the CPR National Journal, August 29, 1970 583
"Educational Opportunity and the Organization of Higher Education," by Warren W. Willingham 1418
"Educational Opportunity Bank," a report of the panel on Educational Innovation to the U.S. Commissioner of Education, the Director of the National Science Foundation, and the Special Assistant to the President for Science and Technology, August 1967 315
Explanation of amendments to title II of the Higher Education Act of 1965 653
"Federal Financial Aid to Students," by Harry V. Weber, from the Compass, official journal of the United Business Schools Association, Washington, D.C., April 1970 1045
"Federal Programs on Higher Education," published by the American Council on Education, 1969 2571
Final report, GI Project MEMO, November 3, 1960–June 30, 1970 563
Grants and Contracts Sponsored by DoD, NASA, and PHS, redistribution of 2398
Guaranteed Student Loan Survey of American Bankers Association Membership, July 1970 2096
"Higher Education: An Analysis of the Nixon Proposals," by Robert W. Hartman and Alice M. Rivlin 450
National Association of Student Financial Aid Administration proposed modifications 2220
National Council of State Directors for Community College, minutes from executive meeting March 19 and 20, 1970, Detroit, Mich 1675
"New Tax Benefits for College Students and Their Families," from the Tax Reform Act of 1969 1965
1970–71 Student Charges, report on, from American Association of State Colleges and Universities, and National Association of State Universities and Land-Grant Colleges 2609
"Minority Participation in title I Extension and Continuing Education Programs During Fiscal Year 1969," compiled from title I records in the Office of Education and respective State agencies 1056
"On Negro Youth and Black Power," by Dr. Broadus N. Butler, president, Dillard University, New Orleans, La 1367
Proposed amendments to title II of the Higher Education Act 655
"Recommendations for National Action Affecting Higher Education," a joint statement by the National Association of State Universities and Land-Grant Colleges, and the American Association of State Colleges and Universities, November 1969, Chicago, Ill., and Atlanta, Ga 1218
Relation of Career Education Proposal to Allied Professions Personnel Training Authority and the Manpower Training Act 1755
Report on Guaranteed Loan Accessibility 1983
"Selected Variables Related to Differential Costs of Programs in Community Colleges," by Harmon R. Fowler 1805

Articles, publications, etc.—Continued
"Schools That Teach Jobs," courtesy of United Business Schools Association, reprinted by Changing Times, The Kiplinger Magazine, Washington, D.C., March 1970 — Page 974
"State Patterns of Financial Support for Community Colleges," by Lawrence H. Arney, Institute of Higher Education, University of Florida, Gainesville, Fla., February 1970 — 1906
"Subsidy cost appearing on the Federal Budget" — 518
"The Learning Force: An Approach to the Politics of Education," by Stanley Moses, prepared for the U.S. Office of Education by the Educational Policy Research Center, Syracuse University, Syracuse, N.Y., March 1970 — 979
"The Little Man: A Forgotten Cause," by Joseph D. Hughes, from the Foundation News, July–August 1970 — 1702
"The Need for Federal Support of Predominantly Black Colleges," by President Broadus Butler of Dillard University, New Orleans, La — 1327
"The Open-Door Colleges," a special report by the Carnegie Commission on Higher Education, June 1970 — 1551
"The Traditionally Negro College," background paper by Elias Blake, Jr., Institute for Services to Education for the National Association for Equal Opportunity — 1336
"Toward a Long-Range Plan for Federal Financial Support for Higher Education," a report to the President from the Office of the Assistant Secretary for Planning and Evaluation, U.S. Department of Health, Education, and Welfare, January 1969 — 357
"Toward Total Commitment to Equality of Educational Opportunity," by Dr. Broadus N. Butler, president, Dillard University — 1371
Washington Financial Aid Association Insured Loan Program Questionnaire, April 7, 1970 — 2384
Charts:
Community College comprehensiveness — 1474
Expanding (NDEA) subsidized loans — 543
Funding and benefits fiscal year 1971 and fiscal year 1972 — 545
Number of students benefitted — 542
Population make-up — 1472
Projection of cost of guaranteed loan program — 544
Seeking new and better ways in Washington community colleges — 1478
Students aided under $10,000 family income — 541
The Peoples College—Students, by academic Performance and Students, by Family Occupational Level — 1470
Unequal educational opportunity — 540
Washington College enrollment — 1476
Washington community colleges—Funds — 1480
Communications to:
Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, from LeRoy R. Stevens, president, Stevens Henager College, Salt Lake City, Utah, September 24, 1970 — 1028
Finch, Hon. Robert, Secretary, Department of Health, Education, and Welfare, Washington, D.C., from:
Eulenberg, John B., Stanford University, and 15 other signatories — 712
Schenerling, Susan F., University of Illinois, and 17 other signatories — 713
Holland, Hon. Spessard L., a U.S. Senator from the State of Florida, from E. A. Durrance, West Palm Beach, Fla., April 16, 1970 — 657
Javits, Hon. Jacob K., a U.S. Senator from the State of New York, from:
Eirich, Frederick R., Dean of Research, Polytechnic Institute of Brooklyn, Brooklyn, N.Y., June 10, 1970, with enclosures — 2636
Hull, McAllister H., Jr., professor and chairman, Department of Physics and Astronomy, State University of New York at Buffalo, January 28, 1970 — 2518
O'Leary, James J., chairman, the American Bankers Association, task force on guaranteed student loans, Washington, D.C., August 28, 1970 — 2079
Walker, Charles E., Under Secretary of the Treasury, Washington, D.C., September 9, 1970 — 2024

Communications to—Continued

Page

McGovern, Hon. George, a U.S. Senator from the State of South Dakota, from H. D. Buckingham, president, National College of Business, Rapid City, S. Dak., April 3, 1970, with enclosure 1023

Moynihan, Daniel P., Counsellor to the President, the White House, Washington, D.C., from Derwood W. Lockard, associate director, Center for Middle Eastern Studies, Harvard University, Cambridge, Mass., May 18, 1970 696

Pell, Hon. Claiborne, a U.S. Senator from the State of Rhode Island, chairman, Subcommittee on Education, Committee on Labor and Public Welfare, from:

Alford, Albert L., Assistant Commissioner for Legislation, HEW, Washington, D.C., September 14, 1970, with enclosure 1996

Almen, Louis T., executive secretary, Lutheran Church in America, Board of College Education, and Church Vocations, New York, N.Y., May 21, 1970, with enclosure 2594

Ayers, Mrs. Nancy, executive director, Susquehanna Environmental Education, Endwell, N.Y., May 20, 1970 (telegram) 709

Baum, Werner A., president, University of Rhode Island, Kingston, R.I., May 18, 1970 2641

Beauchaine, Fred J., vice president, Industrial National Bank, Providence, R.I., July 22, 1970 2215

Beckman, George M., director, Far Eastern and Russian Institute, University of Washington, Seattle, Wash., April 21, 1970 729

Bennett, Hon. Wallace F., a U.S. Senator from the State of Utah, September 30, 1970 1027

Biemiller, Andrew J., director, Department of Legislation, American Federation of Labor and Congress of Industrial Organizations, August 11, 1970, with enclosure 2552

Canfield, A. A., chairman, National Council of State Directors, State Board for Community Education, State of Washington, Olympia, Wash., August 4, 1970 2640

Carter, Gwendolen M., director, Program of African Studies, Northwestern University, Evanston, Ill., April 27, 1970, with enclosure 715

Carter, William E., director, Center for Latin American Studies, University of Florida, Gainesville, Fla., May 1, 1970, with enclosure 818

Chen, Theodore H. E., director, East Asian Studies Center, University of Southern California, Los Angeles, Calif., April 27, 1970 793

Christian, Floyd T., commissioner, Department of Education, State of Florida, Tallahassee, Fla., August 17, 1970 2660

Collins, Christopher, director, Center for Russian and Communist Studies, University of Virginia, Charlottesville, Va., April 4, 1970, with enclosure 811

Conner, Forrest E., executive secretary, American Association of School Administrators, August 31, 1970 2657

Cushman, Jennifer A., chairman, graduate students China program, Cornell University, April 27, 1970 747

Dershimer, Richard A., executive officer, American Educational Research Association, Washington, D.C., October 7, 1970 2522

Dien, Albert E., director, Chinese-Japanese Language and Area Center, Stanford University, Stanford, Calif., May 11, 1970, with enclosure 836

Dugan, Willis E., executive director, American Personnel and Guidance Association, Washington, D.C., August 5, 1970 2659

Ervin, Hon. Sam J., a U.S. Senator from the State of North Carolina, June 24, 1970, with enclosures 2629

Eulenberg, John Bryson, acting assistant professor, Committee on Linguistics, Stanford University, Stanford, Calif., May 11, 1970 710

Franklin, Albert B., Director, U.S. Consul General (retired), South Asia Center, Kansas State University, Manhattan, Kans., April 29, 1970, with enclosure 816

Communications to—Continued
Pell, Hon. Claiborne—Continued
Friedmann, Zygmunt J., chairman and professor, Department of Political Science, Providence College, Providence, R.I., May 4, 1970 ---------- Page 717
Gates, James D., executive secretary, the National Council of Teachers of Mathematics, Washington, D.C., October 2, 1970-- 2656
Gleazer, Edmund J., executive director, American Association of Junior Colleges, Washington, D.C., August 13, 1970---------- 2658
Glenny, Lyman A., professor of higher education, associate director of the Center for Research and Development in Higher Education, University of California, Berkeley, Calif., August 3, 1970, with enclosure---------- 2530
Greene, Hon. Bill, member of the assembly, California Legislature, 53d District, June 19, 1970, with attachment---------- 1870
Guidoni, Marcia, Jamaica, N.Y., April 29, 1970---------- 810
Hagan, Joseph H., vice president for public affairs, Bryant College, Providence, R.I., August 11, 1970---------- 2648
Handler, Philip, president, National Academy of Sciences, Washington, D.C., June 23, 1970---------- 2652
Hartman, Robert W., research associate, economic studies program, the Brookings Institution, Washington, D.C., August 18, 1970 ---------- 2392
Harville, Richard A., office of the president, the University of Arizona, Tucson, Ariz.:
April 14, 1970---------- 808
April 27, 1970---------- 809
Hawkes, James R., director, Russian Area Studies Center, Louisiana State University, Baton Rouge, La., April 29, 1970---------- 795
Holland, Hon. Spessard L., a U.S. Senator from the State of Florida, April 29, 1970---------- 657
Hucker, Charles O., professor of Chinese and of history, chairman of the department, Director of the NDEA Center for Far Eastern Language and Area Studies, the University of Michigan, Ann Arbor, Mich., May 15, 1970---------- 699
Hummel, Charles E., president, Barrington College, Barrington, R.I., June 10, 1970---------- 2645
Johnson, John J., director, Center for Latin American Studies, president, Latin American Studies Association, Stanford University, Stanford, Calif., April 23, 1970---------- 727
Keller, Harry E., postdoctoral fellow, department of chemistry, Colorado State University, May 15, 1970---------- 708
Klein, Frederick R., associate dean of faculty, international programs, Antioch College, Yellow Springs, Ohio, April 27, 1970-- 792
Koenig, Alfred E., Ph. D., University of Colorado, Boulder, Colo., and 237 other signatories, April 27, 1970---------- 797
Kracke, E. A., director, Far Eastern Language and Area Center, University of Chicago, Chicago, Ill., May 4, 1970---------- 831
Lockard, Derwood W., associate director, Center for Middle Eastern Studies, Harvard University, Cambridge, Mass.:
May 14, 1970---------- 693
May 19, 1970---------- 695
McManigal, Mrs., Los Angeles, Calif., May 6, 1970----------
Mahlmann, John J., director of publications, National Art Education Association, Washington, D.C., September 18, 1970------ 2663
Mallan, John P., staff member, Association of Junior Colleges, Washington, D.C., February 26, 1970, with enclosure---------- 479
Mars, Walter J., associate director, American Association of Colleges for Teacher Education, Washington, D.C., August 31, 1970 ---------- 2604
Mei, Y. P., director for Far Eastern studies, the University of Iowa, April 27, 1970, with enclosures---------- 751
Miller, Charles H., president, The Dime Savings Bank, New York, September 18, 1970, with enclosure---------- 2626
Miracle, Marvin P., chairman, African studies program, the University of Wisconsin, Madison, Wis., April 20, 1970---------- 721

Communications to—Continued
Pell, Hon. Claiborne—Continued
Page
Morse, John F., director, American Council on Education, Washington, D.C., August 21, 1970, with enclosure 2555
Murphy, William P., director of guidance, Stoneham Public Schools, Stoneham, Mass., April 2, 1970 2391
Nicholson, Everard, Brown University, Providence, R.I., May 18, 1970 2643
Okenfuss, Max J., fellow, Russian Research Center, Harvard University, Cambridge, Mass., April 23, 1970 719
Perkins, Mary Ellen, president, the Association of Teacher Educators, Washington, D.C., September 15, 1970 2662
Rantoul, Talbot, president, Rhode Island School of Design, June 5, 1970 2647
Rieke, Mary W., Chairman, National Advisory Council on Education Professions Development, Washington, D.C., July 7, 1970, with enclosure 2599
Ripley, S. Dillon, Secretary, Smithsonian Institution, Washington, D.C., June 16, 1970 2634
Rivlin, Mrs. Alice M., economics studies program, the Brookings Institution, Washington, D.C., April 23, 1970, with enclosure 449
Ross, Stanley R., director, the Institute of Latin American Studies, the University of Texas at Austin, Tex., May 5, 1970 833
Russo, Joseph A., secretary, Committee on Financial Aid, Le Moyne College, Syracuse, N.Y., December 12, 1969 2597
Sanders, Edward, vice president of the college board and director of the Washington Office, College Entrance Examination Board, Washington, D.C., from:
February 10, 1970, with enclosure 461
February 13, 1970 446
April 3, 1970, with enclosure 465
June 17, 1970, with enclosure 2542
August 19, 1970 2395
August 28, 1970, with enclosure 2547
Sawyer, Brooke E., Jr., director of financial aid and placement, Pomona College, Claremont, Calif., August 25, 1970 2625
Scanlan, James P., chairman, Slavic and Soviet area studies, the University of Kansas, Lawrence, Kans., May 12, 1970, with enclosure 701
Shinn, Jennifer A., Jackson Heights, N.Y., January 22, 1970 2509
Spector, Stanley, director, East Asian Language and Area Center, Washington University, St. Louis, Mo., April 27, 1970, with enclosure 782
Stevens, LeRoy R., president, United Business Schools Association, Washington, D.C., February 6, 1970 935
Tyson, Mr. and Mrs. William B., Pompano Beach, Fla., April 22, 1970 723
Walker, Charles E., Under Secretary of the Treasury, Washington, D.C., September 14, 1970, with enclosure 2011
Walker, Mrs. Janet A., graduate student in Japanese literature, Harvard University, Cohasset, Mass., May 11, 1970 700
Ward, Paul L., executive secretary, American Historical Association, Washington, D.C., September 18, 1970 2661
Waugh, Daniel C., Cambridge, Mass., April 23, 1970 720
Wilcox, Francis O., dean, School of Advanced International Studies, the Johns Hopkins University, Washington, D.C., April 27, 1970 724
Williams, Hon. Harrison A., a U.S. Senator from the State of New Jersey, from:
Bassin, Milton G., president, New York City Community College, Brooklyn, N.Y., August 25, 1970 1726
Hayes, William S., president, Alice Lloyd College, Pippa Passes, Ky., July 20, 1970 1712

Communications to—Continued
Yarborough, Hon. Ralph, a U.S. Senator from the State of Texas, chairman, Committee on Labor and Public Welfare, Washington, D.C., from:
Finch, Robert H., Secretary, Department of Health, Education, and Welfare:
Page
May 7, 1970 575
June 16, 1970 576
Graybeal, Patricia, secretary, Washington State Council for Foreign Languages in the Elementary Schools, Seattle, Wash 726
Mansfield, Hon. Mike, a U.S. Senator from the State of Montana, May 18, 1970, with enclosure 2649
Exhibits:
A–1—Scholarship status notification, Pennsylvania Higher Education Assistance Agency, Harrisburg, Pa., Commonwealth of Pennsylvania 937
A–2—State scholarship programs, from the Commonwealth of Pennsylvania 938
B–1—ACBS student survey 939
B–2—ACBS faculty survey 940
B–3—Tuition receipts of schools 941
C–1—Communication from J. H. Warf, chairman, Tennessee State Department of Education, Nashville, Tenn., with enclosure 942
C–2—Resolution from Tennessee State Board of Education adopted November 26, 1969 943
D–1—1969–1970 UBSA membership profile survey 944
Exhibit I—Eligible development cost comparisons for fiscal years 1968–1970 for HEFA, title I program 1543
Guaranteed student loan program—Cover letter sent to State officials and responses received by the subcommittee 2325
Memorandum to:
Members of the Committee on Labor and Public Welfare of the U.S. Senate from Dr. Herman Branson, president, National Association for Equal Opportunity in Higher Education, with enclosure, May 21, 1970 1279
The Junior Community College Task Force, U.S. Office of Education, from the American Association of Junior Colleges, May 20, 1969 1459
Resolution:
National Advisory Council on Education Professions Development 2605
Selected tables:
Bureau of Higher Education funds awarded 1742
Comparative Federal cost of alternative methods of financing a student loan of $1,000 on terms provided in Higher Education Act of 1965 1971
Cost of provisions of S. 1969 (Pell bill) 552
Dollar outlay to finance $14 billion in construction 567
Financial aid programs proposed for students in S. 3636 552
Full funding at the fiscal year 1971 authorization levels 514
Funding at the fiscal year 1972 institutional request levels 514
Program by activities fiscal year 1970 (estimated) 900
Table of new books issued by country per 100,000 population 903
Table 1.—Current and plant-fund income, percentage distribution by source 346
U.S. Office of Education Task Force on Community Colleges; report, May 1969 1416

HIGHER EDUCATION AMENDMENTS OF 1970

THURSDAY, MAY 28, 1970

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

The subcommittee met at 10 a.m., pursuant to call, in room 4232, New Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell and Schweiker.

Committee staff present: Stephen J. Wexler, counsel; Richard D. Smith, associate counsel; and Roy H. Millenson, minority professional staff member.

Senator PELL. The Subcommittee on Education will come to order.

Our first witness today is Hon. Quincy Mumford, Librarian of Congress.

Would you please come forward?

STATEMENT OF HON. L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS; ACCOMPANIED BY EDMOND L. APPLEBAUM, ASSISTANT DIRECTOR, PROCESSING DEPARTMENT, LIBRARY OF CONGRESS

Senator PELL. Proceed as you wish, Mr. Mumford.

Mr. MUMFORD. Thank you, Mr. Chairman.

Mr. Chairman and members of the subcommittee:

I appreciate the opportunity to appear here today to speak to the various bills extending and amending the Higher Education Act.

I am here to address myself primarily to the importance of continuing title II–C of the Higher Education Act, the national program for acquisitions and cataloging, administered by the Library of Congress for the higher education community—in fact, it assists all libraries in this country.

Because of the importance of Federal support for libraries and library education, I would like to mention briefly parts A and B of title II of the present Higher Education Act.

Part A, as you know, has provided money to all colleges and universities for the purchase of library materials.

I believe the present program has been of great assistance to these libraries in meeting the expanding reading needs of the faculty and students and in meeting the rising costs of publications, especially technical publications.

The index of prices of selected hard cover books, which appeared in a 1969 issue of "Publisher's Weekly," pointed out that the average price of a hard cover book in 1957–59 was $5.29 and in 1968 the average price had risen to $8.47.

This figure speaks for itself when you realize that libraries must find the funds to acquire these books. If they delay purchase because of lack of funds, the book will still have to be purchased later and probably at a higher price.

Certainly libraries in new and emerging colleges and universities, especially junior colleges, are heavily burdened, but so also are the large research libraries because the schools they serve are facing problems relating to tremendous increases in enrollment, particularly in the graduate schools. You cannot have quality graduate education without a quality library.

The grants provided for under the Higher Education Act have been of great assistance to all college and university libraries. I would hope that your committee would retain this provision.

As a library administrator, I am constantly aware of the need for library training. With the advent of the computer, the field of library science has been undergoing a revolution.

Information science demands specialized training and I am proud that the library schools in this country have had the wisdom to incorporate this science into their curriculums.

Under part B of title II, many librarians who have been working in the field have been able to obtain fellowships and return to school to obtain a Ph. D. and to master the new techniques of information science. They will aid appreciably the ability of our Nation's libraries to meet the information needs of Government, industry, and the public.

In addition, these fellowships have helped us to attract to the profession many bright young people who would not have been able to go on to graduate library school without assistance.

I would also like to mention the importance of the research grants. As you know, the Library of Congress is carrying on extensive research and development activities, especially in the fields of preservation and automation. We cannot and should not, however, do all of the research that should be done for libraries in this country. I believe the grants made under this act have been wisely made and have produced good results. All of this contributes to a national network of information—a goal for which each librarian should be striving.

But my particular purpose here today is to describe to you the operation of the centralized cataloging program administered by the Library of Congress.

Since the days of Melvil Dewey, that pioneering technician and other librarians have been talking about the need to centralize the cataloging of books in one place.

A major breakthrough was made in 1901, when the Library of Congress began to distribute on a subscription basis printed catalog cards for the materials acquired.

As successful as this card distribution program has been, it did not solve the cataloging problems of the college and research libraries, especially since more and more foreign language materials were being acquired by them.

Although Library of Congress acquired a large portion of the publishing output of the world, we were not able to provide cataloging data for all of the foreign language materials acquired by U.S. colleges and universities.

Consequently, they were forced to try to catalog the books themselves, which resulted in expensive and wasteful duplication of effort.

(The cost of original cataloging of a book is many times more than the price of the book.)

Also, because of the lack of qualified catalogers with foreign language competence, college and university libraries often could not catalog the book and it would consequently not be available to their readers.

Because of limited funding, Melvil Dewey's dream has not come to complete fruition, but great strides have been made under the title II–C of the Higher Education Act.

Since the advent of the national program for acquisitions and cataloging late in the fiscal year 1966, university librarians have been reporting great improvement in the prompt receipt of cataloging copy for both foreign and English language publications and there have been dramatic numerical increases in the availability of cataloging copy from the Library of Congress.

When the Higher Education Act was passed in 1965, libraries were reporting that cataloging data was available from Library of Congress for about 50 percent of their book receipts. Today, they estimate that we have been able to supply about 75 percent of the cataloging copy needed.

These valuable foreign resource materials are being made available to students and scholars much more quickly than before and in many instances for the first time.

One important byproduct of this program is that many foreign publications which were not being acquired by the Library of Congress or other libraries in this country, because information about their availability was unknown, are now being acquired and are being made available to the Congress, other Government agencies, and to the research and scholarly world through interlibrary loan.

The title II–C program has been described as one of the most eminently successful library innovations of this century. The Federal expenditures made for this program have resulted in savings to institutions of higher education in this country many times over the sums appropriated. It is, I believe, a model for a truly effective, centralized, and cooperative national program.

It would be my hope that during the years of the extension of the act that you are now contemplating, the Library of Congress, provided proper funding is available, would be able to move to the place where we can provide well over the 75 percent we are now providing of the cataloging copy required by higher education.

I would also hope that we could implement the amendments to this section of the act that were made in 1968.

I urge that your committee retain those provisions of the Higher Education Act that have served our college and university libraries so well in the past 5 years.

Thank you, Mr. Chairman.

Senator PELL. Thank you very much, Mr. Mumford.

CATALOGUE PROGRAM

So that I can understand what you do more clearly, am I correct in saying that the cataloging program is at this point self-liquidating?

Mr. MUMFORD. The cost of the production of the cards is self-supporting. The libraries purchase the cards.

Senator PELL. At what price?

Mr. MUMFORD. If ordered by card number, a set of author, title, and two subject cards would cost 27 cents. This is but a fraction of what it would cost them to attempt to catalog the book if they would undertake it from the beginning.

As I have pointed out here, they just don't have the catalogers with language competence to catalog foreign language publications.

Senator PELL. A complete set of cards would include what, the author, title, publisher, three cards?

Mr. MUMFORD. Usually about five, on the average, Mr. Chairman, for the author, title, two or three subjects, and perhaps one for the shelf list which is arranged by the classification number. Fve or six would be an average set.

Senator PELL. And the money from this authorization is used to pay the salaries of the people doing the cataloging.

Mr. MUMFORD. The money is used to pay salaries of catalogers located here in Washington, and to pay for some assistance which we obtain from foreign bibliographic services.

We discovered early, by experimentation, that we could make use of the cataloging which bibliographic services abroad do. We have consequently negotiated agreements with many countries abroad by which they send us their cataloging just as soon as it is completed.

In the past, it would appear in print weeks or months later, which was too late to be of use to the libraries in this country. Now we are getting page proof of cataloguing data by air mail immediately after it is finished. This assists us quite a bit in the descriptive part of the cataloging.

UTILIZATION OF FUNDS

Senator PELL. I should know the answer to this question as a member of the Joint Committee on the Library, but I don't: Would you submit for the record a breakdown, roughly, of the way moneys that are authorized and appropriated under this bill are spent.

Mr. MUMFORD. Yes, sir.

(The information subsequently supplied follows:)

PROGRAM BY ACTIVITIES FISCAL YEAR 1970 (ESTIMATED)

	Amount	Percent
Acquisition of library materials	$1,026,100	18
Cataloging and classification of library materials	4,358,060	76
Administrative direction and services	342,290	6
Total	5,726,450	100

Since the initiation of this program the Library has been able to double its acquisition and cataloging of current monographic materials and to make this information available more quickly than ever before in order to meet the needs of the research library community.

Mr. MUMFORD. The lesser part is spent for acquisition of publications which we do not have, because other libraries are requesting cataloging information for these publications, but the major portion is spent on cataloging. The whole emphasis of the program is upon cataloging. This was the purpose from the beginning.

Senator PELL. What is the gross revenue received from the sale of the cards, roughly?

Mr. MUMFORD. I couldn't give you that figure offhand. We will be glad to put something in the record on that.

Senator PELL. What I am interested in seeing is how much of the cost is over and above the gross profit.

Mr. MUMFORD. May I say, Mr. Chairman, that this program was intended to be an assist to education, particularly to higher education, to the research libraries.

It was never contemplated that it should be a self-supporting operation.

Part A of title II provided money to college and university libraries to purchase materials. It was very logical that if the Federal Government was to provide assistance in the purchasing of materials, it should also provide some assistance in the cataloging of those materials in order to make them useful.

Senator PELL. I have a hazy recollection that at one of our joint committee meetings the card indexing system was cited as an example of the way the expenses of the Library were met by the revenue generated.

Mr. MUMFORD. The actual printing of the cards and the distribution of them is self-supporting.

Mr. APPLEBAUM. Senator, we anticipate that the return to the Treasury from the sale of cards and bibliographies will be over $6 million this year, between $6 and $7 million.

Senator PELL. The Bureau of the Budget requested $5.727 million for the Library this year, which the Senate Appropriations Committee has raised to $7.5 million, which is basically about the same you received.

In other words, for every dollar you received you have to spend two, though I agree with you the purpose is very justified.

Mr. APPLEBAUM. I would say that the major savings are realized in the research libraries across the country who can make use of this cataloging, rather than attempting to hire professionals to catalog the materials themselves.

Senator PELL. What would happen if you doubled the cost of your and had the same level of consumption as is now the case?

Would you need any increase in the appropriations?

Mr. APPLEBAUM. The receipts are returned to the miscellaneous receipts of the Treasury, not to the Library, itself.

Mr. MUMFORD. Also, the sale of cards relates to all types of libraries, including public libraries and school libraries. We are supplying catalog cards to over 25,000 libraries throughout the country. To raise the price of cards greatly in respect to this program would be penalizing the school and small public libraries in favor of the research libraries that are getting the major benefits from this program, although all college and university libraries get some benefit from this.

The major benefit is to the larger research libraries.

Senator PELL. I notice for fiscal 1970 you spent $6.732 million. At least that was the appropriation.

Mr. APPLEBAUM. No, sir.

Mr. MUMFORD. You are speaking of fiscal 1970?

Senator PELL. Yes.

Mr. MUMFORD. $5,727,000 was the amount appropriated.

Senator PELL. How much was it?

Mr. MUMFORD. $5,727,000.

Senator PELL. Exactly what the Budget Bureau requested again for this year?

Mr. APPLEBAUM. Almost exactly. In actuality, the amount appropriated, which I believe is the first figure you quoted, was then reduced by the 15 percent provided for in the appropriation authority, and the actual amount granted us this year was $5,726,450, slightly below the figure quoted.

Senator PELL. Did you find this amount of money adequate for your needs?

Mr. APPLEBAUM. It is not adequate to do the complete program that was outlined in the legislation. We are meeting approximately 75 percent of the needs of the research library community. This is only a part of the full requirement.

Mr. MUMFORD. As you know, Mr. Chairman, the authorization for 1970 and 1971 was $11,100,000. We have not even approached the amount authorized, $11,100,000, for fiscal 1970 and 1971.

There are some areas that we ought to be getting the cataloging information from and collecting publications more intensively, such as Spain, Portugal, areas in Africa and Asia, and some parts of Latin America. It would aid the research libraries greatly if we could raise this percentage from 75 up to near 100 percent, or 90, at any rate.

Senator PELL. I have a great admiration for this program and look forward to supporting it as much as I can. I have two other questions somewhat connected with the subject matter. Perhaps you could furnish this information for the record.

NEW PUBLICATIONS

Based on population, per 1,000, 10,000, or 100,000, whatever you want, could you submit for the record a list of the new titles that come out in each country?

I am just curious where we rank. I understand we rank considerably below many Western European countries.

Mr. MUMFORD. When you say a list, Mr. Chairman, do you mean the total number of titles published in that country?

Senator PELL. Exactly, but worked out mathematically per 100,000 population.

Mr. MUMFORD. Yes, we have the figures on that.

(The information subsequently supplied follows:)

TABLE OF NEW BOOKS ISSUED BY COUNTRY
PER HUNDRED THOUSAND POPULATION[1]

International Book Production Statistics [2]		Population [3]	New titles issued per hundred thousand population in 1966
COUNTRY	1966		
Afghanistan	172	13,150,000	1.3
Albania	502*	1,556,000	32.2
Algeria	131*	10,453,000	1.2
Argentina	3,738	29,959,100	12.4
Australia	3,180*	10,508,186	30.2
Austria	4,471	7,073,807	63.2
Belgium	3,214	9,128,124	35.2
Brazil	4,812**	65,743,000	7.3
Bulgaria	3,455	7,798,000	44.3
Burma	1,898*	19,265,042	9.8
Burundi	17	2,224,000	.7
Cambodia	373	5,748,842	6.4
Cameroon	30	4,000,000	.7
Canada	3,820	18,238,247	20.9
Central African Republic	10	1,250,000	.8
Ceylon	1,199	9,896,000	12.1
Chile	1,478	7,479,070	19.7
China (Taiwan)	2,199	11,375,085	19.3
Colombia	709*	14,446,580	4.9
Cuba	767	6,743,000	11.3
Cyprus	158	577,615	27.3
Czechoslovakia	8440	13,471,500	62.6
Denmark	5,536	4,563,500	121.3
Finland	5,155	4,477,300	115.1
France	23,823	46,520,271	51.2
Germany, Dem. Republic of	5,374*	17,047,933	31.5
Germany, Fed. Republic of	22,720	59,296,600	38.3
Ghana	225*	6,726,000	3.3
Greece	1,386	8,388,553	16.5
Guinea	8	3,000,000	.2

1/ It should be noted that definitions vary from country to country as to what constitutes a book.

2/ Latest available statistics submitted to UNESCO for publication in its "Statistical Yearbook, 1968" as listed in Publishers' World 68/69. Book production statistics were not available for the following countries: Bolivia, Costa Rica, Dominican Republic, Ecuador, Ethiopia, Gabon, Guatemala, Honduras, Iceland, Indonesia, Italy, Kuwait, Latvia, Liberia, Libya, Maldive Islands, Morocco, Mongolia, Monaco, Nigeria, Panama, Paraguay, Rhodesia, Rwanda, Senegal, Sudan, and Venezuela.

* asterisked figures represent book production statistics for 1965 (latest available statistics).

** double asterisked figures represent book production statistics for 1964 (latest available statistics).

3/ Population by country as listed in The Lincoln Library of Essential Information, 1967 edition, p 745.

International Book Production Statistics 2/		Population 3/	New titles issued per hundred thousand population in 1966
COUNTRY	1966		
Haiti	25*	4,000,000	.6
Hong-Kong	551	3,716,400	14.8
Hun gary	5,259	9,977,870	52.7
India	12,123	439,235,082	2.7
Iran	985	20,849,000	4.7
Iraq	286	6,952,000	4.1
Ireland	307	2,834,000	10.8
Israel	966*	2,232,000	43.2
Jamaica	58	1,613,148	3.5
Japan	30,451	93,406,830	32.6
Jordan	27	1,636,000	1.6
Kenya	125	7,287,000	1.7
Korea, Republic of	3,486*	36,094,117	9.6
Laos	16	2,200,000	.7
Lebanon	438	1,626,000	26.9
Luxembourg	111*	323,971	34.3
Madagascar	136	5,657,601	2.4
Malawi	14	2,921,100	.4
Malaysia	724	8,835,868	8.1
Malta	61	319,620	19.1
Mexico	4,558	34,625,903	13.1
Netherlands	10,582	11,349,000	93.2
New Zealand	1,614	2,477,297	65.1
Norway	3,210	3,571,401	89.8
Pakistan	2,027*	93,720,613	2.1
Peru	985	10,524,000	9.3
Philippines	941*	27,456,000	3.4
Poland	9,001	29,731,000	30.2
Portugal	5,397	9,124,000	59.1
Rumania	5,039	18,403,000	27.3
Sierra Leone	56	2,500,000	2.2
Singapore	158	1,820,000	8.6
Somalia	17*	2,300,000	.7
Spain	19,040	30,430,698	62.5
Sweden	6,748	7,471,345	90.3
Switzerland	6,232	5,429,061	114.7
Syria	87	5,500,000	1.5
Thailand	4,083**	25,520,000	15.9
Tunisia	200*	4,254,000	4.7
Turkey	5,442*	27,829,158	19.5

* asterisked figures represent book production statistics for 1965 (latest available statistics).

** double asterisked figures represent book production statistics for 1964 (latest available statistics).

International Book Production Statistics[2]		Population[3]	New titles issued per hundred thousand population in 1966
COUNTRY	1966		
Uganda	65	6,845,000	9.4
Union of South Africa	1,630	15,841,128	10.2
U.S.S.R.	72,977	208,826,000	34.9
United Arab Republic	3,069	26,365,000	11.6
United Kingdom	28,789	52,834,229	54.6
United States	58,517	179,323,175	32.6
Uruguay	266	2,800,000	9.5
Viet-Nam, Republic of	357	13,800,000	2.5
Yugoslavia	7,768	18,549,291	41.8
Zambia	39*	2,514,800	1.5

Senator PELL. The next question is on the need for information. I pressed the Secretary of Health, Education, and Welfare on this problem. We find ourselves very dependent upon the executive branch for information concerning how formulas for education bills work out in fact. They have control of computers and control of information-developing means.

The Library of Congress has its own computer. One of the thoughts we have been working on, is the idea that we should develop these resources in the Library of Congress so that we are not dependent on the executive branch for our information, but could use the Library of Congress which is an arm of the Congress.

I was wondering if you felt that this could prove feasible and how we could make better use of the Library of Congress' facilities so that when we have an entitlement formula in an education bill, we will be able to know how much money would go to each county or school district in the country without having to wait for HEW to give us the information.

We find as a rule that if the information goes against the interests of HEW, we get the information the night before or night after the executive session, but if it is with them, we seem to get it a couple of weeks before.

We would rather be dependent on our own arm, the Library of Congress, than we would the executive.

Mr. MUMFORD. May I say, Mr. Chairman, that for some time we have been working with representatives of the Congress, the committees, on ways in which we could provide computerized information to committees or individuals within the Congress.

We have made considerable progress. We are doing some things, as you know, such as the digest of public general bills, by way of the computer.

We are preparing selected biblographies and we are still working at this in greater depth. As to the actual financial figures for the operation of programs in the executive branch, many of these figures are available only from the executive branch. It would mean that a computer for the Congress would need to have access to that information either by tying into their computers of obtaining the information and feeding it into congressional computers, whether they be in the Library of Congress or the General Accounting Office. It has appeared that the committees of Congress concerned with automation may want to leave to the General Accounting Office that area of maintaining data as to expenditures in the executive branch.

However, they are still working on a divisions of responsibilities between the General Accounting and the Library of Congress.

The Reorganization Act, if it is passed, would place considerably more responsibility upon the Legislative Reference Service in this area of providing computerized information to the Congress.

We are certainly amenable to doing anything we can by way of computer to assist the Congress.

Senator PELL. I think this committee probably has more urgent need of this information than any other because of the nature of the programs with which we are working. There are many entitlement programs and many formulas that we have to approve and authorize.

Last year the elementary and secondary education bill we were working on contained a formula and we almost reported it before we realized quite what it meant. It was almost the reverse of what we intended.

This is the kind of information that we would like to get from the library rather than the executive branch, if possible.

Mr. MUMFORD. We would be very glad to have some of our specialists who are working in this area address themselves to that specific problem.

Senator PELL. Senator Schweiker?

Senator SCHWEIKER. I have no questions, Mr. Chairman.

Senator PELL. Thank you very much, indeed, Mr. Mumford.

Mr. MUMFORD. Thank you, Mr. Chairman.

(The prepared statement of Mr. Mumford follows:)

STATEMENT OF L. QUINCY MUMFORD, LIBRARIAN OF CONGRESS
BEFORE THE SUBCOMMITTEE ON EDUCATION
COMMITTEE ON LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
May 28, 1970

Mr. Chairman and Members of the Subcommittee: I appreciate the opportunity to appear here today to speak to the various bills extending and amending the Higher Education Act.

I am here to address myself primarily to the importance of continuing Title II-C of the Higher Education Act, the National Program for Acquisitions and Cataloging, administered by the Library of Congress for the higher education community--in fact, it assists all libraries in this country.

Because of the importance of Federal support for libraries and library education, I would like to mention briefly Parts A and B of Title II of the present Higher Education Act. Part A, as you know, has provided money to all colleges and universities for the purchase of library materials. I believe the present program has been of great assistance to these libraries in meeting the expanding reading needs of the faculty and students and in meeting the rising costs of publications, especially technical publications. The Index of Prices of Selected Hard Cover Books, which appeared in a 1969 issue of Publishers' Weekly, pointed out that the average price of a hard cover book in 1957-59 was $5.29 and in 1968 the average had risen to $8.47. This figure speaks for itself when you realize that libraries must find the funds to acquire these books. If they delay purchase because of lack of funds, the book will still have to be purchased later and probably at a higher price.

Certainly libraries in new and emerging colleges and universities, especially junior colleges, are heavily burdened, but so also are the large

research libraries because the schools they serve are facing problems relating to tremendous increases in enrollment, particularly in the graduate schools. You cannot have quality graduate education without a quality library. The grants provided for under the Higher Education Act have been of great assistance to all college and university libraries. I would hope that your Committee would retain this provision.

As a library administrator, I am constantly aware of the need for library training. With the advent of the computer, the field of library science has been undergoing a revolution. Information science demands specialized training and I am proud that the library schools in this country have had the wisdom to incorporate this science into their curricula. Under Part B of Title II, many librarians who have been working in the field have been able to obtain fellowships and return to school to obtain a Ph. D. and to master the new techniques of information science. They will aid appreciably the ability of our nation's libraries to meet the information needs of Government, industry, and the public. In addition, these fellowships have helped us to attract to the profession many bright young people who would not have been able to go on to graduate library school without assistance.

I would also like to mention the importance of the research grants. As you know, the Library of Congress is carrying on extensive research and development activities, especially in the fields of preservation and automation. We cannot and should not, however, do all of the research that should be done for libraries in this country. I believe the grants made under this Act have been wisely made and have produced good results. All of this contributes to a national network of information--a goal ~~to~~ for which each librarian should be striving.

But my particular purpose here today is to describe to you the operation of the centralized cataloging program administered by the Library of Congress.

Since the days of Melvil Dewey, that pioneering technician and other librarians have been talking about the need to centralize the cataloging of books in one place. A major breakthrough was made in 1901, when the Library of Congress began to distribute on a subscription basis printed catalog cards for the materials acquired. As successful as this card distribution program has been, it did not solve the cataloging problems of the college and research libraries, especially since more and more foreign language materials were being acquired by them. Although LC acquired a large portion of the publishing output of the world, we were not able to provide cataloging data for all of the foreign language materials acquired by U. S. colleges and universities. Consequently, they were forced to try to catalog the books themselves, which resulted in expensive and wasteful duplication of effort. (The cost of original cataloging of a book is many times more than the price of the book.) Also, because of the lack of qualified catalogers with foreign language competence, college and university libraries often could not catalog the book and it would consequently not be available to their readers.

Because of limited funding, Melvil Dewey's dream has not come to complete fruition, but great strides have been made under the Title II-C of the Higher Education Act.

Since the advent of the National Program for Acquisitions and Cataloging late in the fiscal year 1966, university librarians have been reporting great improvement in the prompt receipt of cataloging copy for both foreign and English language publications and there have been dramatic

numerical increases in the availability of cataloging copy from the Library of Congress. When the Higher Education Act was passed in 1965, libraries were reporting that cataloging data was available from LC for about 50 percent of their book receipts. Today they estimate that we have been able to supply about 75 percent of the cataloging copy needed. These valuable foreign resource materials are being made available to students and scholars much more quickly than before and in many instances for the first time.

One important byproduct of this program is that many foreign publications which were not being acquired by the Library of Congress or other libraries in this country, because information about their availability was unknown, are now being acquired and are being made available to the Congress, other Government agencies, and to the research and scholarly world through interlibrary loan.

The Title II-C program has been described as one of the most eminently successful library innovations of this century. The Federal expenditures made for this program have resulted in savings to institutions of higher education in this country many times over the sums appropriated. It is, I believe, a model for a truly effective, centralized, and cooperative national program.

It would be my hope that during the years of the extension of the Act that you are now contemplating, the Library of Congress, provided proper funding is available, would be able to move to the place where we can provide well over the 75 percent we are now providing of the cataloging copy required by higher education. I would also hope that we could implement the amendments to this section of the Act that were made in 1968.

I urge that your Committee retain those provisions of the Higher Education Act that have served our college and university libraries so well in the past 5 years.

51-567 O - 71 - pt. 2 - 3

Senator PELL. Our next witness is Mr. L. R. Stevens, president, United Business Schools Association.

He is accompanied by Mr. Douglas Devaux, president, Cambria-Rowe Business College, Johnstown, Pa., chairman, Council on Business Schools, Accrediting Commission for Business Schools; Mr. Richard A. Fulton, executive director and general counsel, United Business Schools Association; Mr. Morris J. Gaebe, president, Johnson & Wales Junior College of Business, Providence, R.I.; Mr. Dana R. Hart, executive secretary, the Accrediting Commission for Business Schools, and Dr. Harry E. Ryan, president, New Kensington Commercial School, New Kensington, Pa., president-elect, United Business Schools Association.

STATEMENT OF RICHARD A. FULTON, EXECUTIVE DIRECTOR AND GENERAL COUNSEL, UNITED BUSINESS SCHOOLS ASSOCIATION; ACCOMPANIED BY DOUGLAS DEVAUX, PRESIDENT, CAMBRIA-ROWE BUSINESS COLLEGE, JOHNSTOWN, PA., AND CHAIRMAN, COUNCIL ON BUSINESS SCHOOLS ACCREDITING COMMISSION FOR BUSINESS SCHOOLS; MORRIS J. GAEBE, PRESIDENT, JOHNSON & WALES JUNIOR COLLEGE OF BUSINESS, PROVIDENCE, R.I.; DANA R. HART, EXECUTIVE SECRETARY, ACCREDITING COMMISSION FOR BUSINESS SCHOOLS; AL SULLIVAN, PRESIDENT, SULLIVAN BUSINESS COLLEGE, LOUISVILLE, KY.; AND HARRY WEBER, VICE PRESIDENT, SULLIVAN BUSINESS COLLEGE, LOUISVILLE, KY.

Senator SCHWEIKER. Mr. Chairman, I would like to say that I am very delighted to welcome this group, and particularly Mr. Devaux, and say that his reputation not only in Johnstown but in Pennsylvania is well known.

I am very appreciative of the fact that you and your colleagues have seen fit to come down and offer some very constructive ideas on this most important legislation.

Mr. DEVAUX. Thank you, Senator.

Mr. FULTON. Mr. Chairman and Senator Schweiker:

I would like to apologize for some unfortunate circumstances. Mr. Stevens has not recovered from a siege in the hospital. I am, therefor, here to summarize his statement and hit the high points.

I would like to review the names of the panel.

On my right, the far end, is Mr. Gaebe; then Mr. Dana Hart; then Mr. Harry Weber, vice president of Sullivan Business College in Louisville, Ky., who will talk about the actual administration at the student level of student financial aid programs; then Mr. Al Sullivan, president of Sullivan Business College, and then Mr. Devaux, who has administered a number of manpower development and training programs which, while they are in a different division of the USOE, the cost figures of educating people, I think, are representative of the information that the committee is particularly anxious to get.

I would like to file Mr. Stevens statement in full, with the attachments.

Senator PELL. That will be done.

(The prepared statement of Mr. Stevens follows:)

PREPARED STATEMENT OF L. R. STEVENS, PRESIDENT,
UNITED BUSINESS SCHOOLS ASSOCIATION

Mr. Chairman and Members of the Senate Subcommittee on Education:

My name is L. R. Stevens. I am President of Stevens Henager College of Salt Lake City, Utah.

The school was founded in 1907. It is an independent proprietary non-tax-supported junior college offering both terminal and transfer programs for careers in business. Our graduates include CPA's and secretaries, business executives and computer programmers. We are also certified by the State of Utah for the credentialing of business education teachers.

For more than 20 years, I have been associated with education for business in independent schools. Before me, my father, I. W. Stevens, served as President of the school. He also served as a President of the national organization to which our institution belongs.

Presently, I am serving as President of the United Business Schools Association which is the one association of educational institutions in which some 500 of the quality business schools and colleges of this nation hold membership. The roots of UBSA go back more than half a century to 1912. However, many member institutions have been serving students for well over one hundred years.

UBSA itself is an affiliate of the American Council on Education. Administrators and teachers in our schools hold membership in a variety of professional organizations such as the National Business Education Association, the American Personnel and Guidance Association, and the American Vocational Association.

Also, by way of background, The Accrediting Commission for Business Schools, a professionally independent body, was founded in 1953 by UBSA. It was designated in 1956 as a "nationally recognized accrediting agency" by the

U. S. Office of Education. In that capacity, it has accredited more than 415 independent educational institutions after careful review and inspection.

It is on behalf of the approximately 110,000 full-time and 35,000 part-time students enrolled in these accredited schools that we appear today. The initial portion of our statement is narrow in scope because of the limitations in time and our desire to spotlight the present exclusionary language of the Educational Opportunity Grants Program and the $190 million appropriations entry level problem of NDEA Student Loans.

There are a number of other items, many of which appear in S. 1969 and S. 3636, upon which we would also like to comment.

NEEDED DIVERSITY IN EDUCATION

We hope the Committee shares our recognition of the difficulty in trying to describe the merit of the programs offered in independent accredited non-tax-supported and tax-paying proprietary schools and the special needs which they meet without appearing to challenge the predominant and overriding role of the community colleges and the public vocational institutions. But some students do choose these independent schools for a variety of good reasons and with satisfactory results.

Historically, these schools have been a small but important complement and supplement to the mainstream of educational effort. We think they will continue to make this contribution in such a role. With the help and understanding of this Committee, this contribution can be maintained and expanded.

I would like to make it very clear that we are not asking this Committee to make a value judgment or a choice between the relative merits of independent versus public education. All we are asking is that you open an additional avenue of opportunity for some needy students who, from our experience, we know can be well served in accredited proprietary schools.

After research on thousands of students in business schools, the former President of American Personnel and Guidance Association, Dr. Kenneth B. Hoyt, concluded that there should be no special commitment to any particular post high school educational opportunity by saying:

> *A counselor's proper function is to supply students with an understanding of opportunities and then to help the student arrive at his own decision. A good high school counselor should not feel a special commitment to a business school, a junior college, a public vocational school, or any other type of post high school educational opportunity. In discussing educational opportunities, the good counselor seeks only to communicate accurate information to the students. The student should be the primary decision maker.**

PAST COMMITTEE ACTION

Very patiently, this Committee, since 1964, has heard us plead the case for extension of *student aid* to students in proprietary schools. Never in all this time have we sought--and we do not now seek--*institutional subsidies* for proprietary schools. Never have we expressed opposition to the passage of the many programs of *institutional aid* for public and nonprofit schools.

In an almost measured response to our pleading for student aid, this Committee:

- In 1964, amended the NDEA Student Loan Program to embrace the terminal nontransfer students in the two-year nonprofit schools.
- In 1965, initiated the Guaranteed Loan Program which was the first broad-based aid program to which our students had access. For our purposes, this remains a "needs" program.
- In 1968, amended the College Work-Study Program to permit off-campus employment for students in accredited proprietary schools.
- In 1968, amended the NDEA Student Loan Program to include students in accredited proprietary schools to the extent which the appropriation exceeds $190 million.

---

* Dr. Kenneth B. Hoyt, "The Vanishing American," *Delta Pi Epsilon Journal*, Vol. IX, No. 2, February, 1967, page 1.

NEXT LOGICAL STEP

We return today to ask this Committee to take the next logical policy step which will largely solve a very big and important problem which continues to confront a relatively small number of students who could be assisted realistically in our specialized types of post-secondary and collegiate schools. There are approximately 15 to 20 thousand needy students in this country who, for a variety of reasons, choose or would choose to select an independent proprietary non-tax-supported institution rather than a public or nonprofit institution. These are the students who could benefit from the Educational Opportunity Grants Program.

ACCESS TO EOG

The Educational Opportunity Grants Program is the one remaining student aid program from which our students continue to be statutorily excluded. We ask the Committee to take the "final step," giving our students access to this program through a simple amendment to Section 461(b) of the Higher Education Act which presently has:

(1) Effectively made available the economic assistance of the College Work-Study Program through career oriented off-campus employment, and

(2) Theoretically, though not actually, provided eligibility to the NDEA Student Loan Program because of the $190 million appropriations level entry figure.

PROPOSED AMENDMENT TO EOG

This can be accomplished merely by adding the words "Part A and" in Section 461(b) and, at the same time, adding the words "[including those defined in Section 461(b)]" after the term "institution(s) of higher education" in either Section 401(a) or Section 407(a), all as follows:

Amendment to Section 461(b) which carefully defines a "proprietary institution of higher education":

add "Part A and"

PART E—GENERAL PROVISIONS RELATING TO STUDENT ASSISTANCE PROGRAMS

SUBPART 1—GENERAL PROVISIONS [8]

DEFINITIONS

SEC. 461. (a) For purposes of this title, the term "State" includes the Trust Territory of the Pacific Islands.

(b) For purposes of part C of this title and title II of the National Defense Education Act of 1958, the term "proprietary institution of higher education" means a school (1) which provides not less than a six-month program of training to prepare students for gainful employment in a recognized occupation, (2) which meets the requirements of section 801(a)(1) and 801(a)(2) of this Act, (3) which does not meet the requirement of section 801(a)(4) of this Act, (4) which is accredited by a nationally recognized accrediting agency or association approved by the Commissioner for this purpose, and (5) which has been in existence for at least two years. For purposes of this paragraph, the Commissioner shall publish a list of nationally recognized accrediting agencies or associations which he determines to be reliable authority as to the quality of training offered.

Enacted Oct. 16, 1968, P.L. 90-575, Title I, sec. 151, 82 Stat. 1032.

Then to make Part A of Title IV, which is EOG, link the terms, you can add the parenthetical phrase:

"[including those defined in Section 461(b)]"

Title IV—Student Assistance

PART A—EDUCATIONAL OPPORTUNITY GRANTS

STATEMENT OF PURPOSE AND APPROPRIATIONS AUTHORIZED

SEC. 401. (a) It is the purpose of this part to provide, through institutions of higher education, educational opportunity grants to assist in making available the benefits of higher education to qualified high school graduates of exceptional financial need, who for lack of financial means of their own or of their families would be unable to obtain such benefits without such aid.

or

AGREEMENTS WITH INSTITUTIONS—CONDITIONS

SEC. 407. (a) An institution of higher education which desires to obtain funds for educational opportunity grants under this part, shall enter into an agreement with the Commissioner. Such agreement shall—

(1) provide that funds received by the institution under this part will be used by it only for the purposes specified in, and in accordance with, the provisions of this part; [9]

AMPLE PRECEDENT IN PENNSYLVANIA AND NEW YORK

Other State and Federal programs of cash grants to needy students provide ample precedent for the inclusion of our students in the EOG Program.

The Pennsylvania State Scholarship Program and the New York Merit Scholar Program include needy students in proprietary schools. Please see Exhibit "A."

The largest Federal scholarship program, Social Security Student Dependents (P.L. 89-97), has from its inception included our students. The same has been true for student dependents under the grant programs of:

- F.E.C.A., P.L. 89-488
- Railroad Retirement, P.L. 89-700
- Civil Service Retirement, P.L. 89-504
- Veterans
- War Orphans
- War Widows

We feel the trust reposed by this Committee, through its prior actions in permitting step-by-step entry into the student aid programs for our students, was well founded and has been honored. We now ask the Committee to take the remaining logical step and make the EOG Program and NDSL realistically available to needy students in accredited proprietary schools.

GUARANTEED LOAN PROGRAM -- A NECESSITY NOT A CONVENIENCE!

Invariably, the Guaranteed or Insured Loan Program is described as the vehicle to aid "students from middle and upper income families."* The stark truth is, that for the vocational student, these loans of so-called convenience are, in fact, loans of necessity!

---

* See, for example, the oral testimony of Peter P. Muirhead, Associate Commissioner for Higher Education, before this Committee on May 12, 1970, who then went on to announce that the $185,000 USOE-financed Lybrand study of the program showed that "50% of the insured loans go to students in families with less than $10,000 a year income."

This was the only program to which these students had access. Somehow, in the face of high interest rates and uneven acceptance by the banking community, we have succeeded in turning it into a major vehicle for student aid. In some of our schools, as many as 70% to 80% of the students finance their education through what for them are loans of necessity.

These are the students described by Dr. Kenneth B. Hoyt, Past President of American Personnel and Guidance Association, as ones who "come from families of a lower-income socioeconomic background."* These are the ambitious, hardworking, career-minded kids who, either by design or default, are largely ignored by the USOE Talent Search Program.

These are not the students one sees in the newspapers or on television engaging in disruptive acts. They do not invade administration buildings or harass school officials. For them, the effective functioning of the educational processes at American institutions of post-secondary education is vital to their goals and ambitions.

Possibly, there are those who might ascribe an aspect of inadequacy to our educational programs because of the lack of disruption on our campuses. All we can say is that we seem to have a happy combination of students who have developed a set of goals and values and who apparently are satisfied with offerings and opportunities in our specialized types of institutions.

A major finding and conclusion of the Lybrand study at page C-7 is that:

> *In proportion to total student enrollment, the highest demand for loans was usually found in vocational schools, where availability of other forms of financial assistance is relatively limited. A corollary finding which reinforces this conclusion is that some lending institutions stated that they have restrictive policies which inhibit loan accessibility for vocational school students.* (*Survey of Guaranteed Student Loan Accessibility*, February, 1970, Contract No. OEC-0-70-1669)

---

* Statement filed with this Committee June 3, 1965, at page 1082 of hearings on Higher Education Act of 1965. Dr. Hoyt's statement summarizes his studies of thousands of graduates of private business, trade, and technical schools.

NDEA STUDENT LOANS

Effective participation in the NDEA Student Loan Program is still denied vocational students. The 1968 amendment limited participation to the extent that the appropriation exceeded $190 million.

The current appropriations situation provides no optimistic basis to assume our needy students will have access to NDEA for fiscal 1970. A similarly gloomy prediction seems in order in the light of the proposed budget for fiscal 1971.

We ask the Committee to strike the $190 million entry level participation figure.

As you can imagine, our financial aid officers are in an intolerable position to do any NDSL planning. What can you tell the student? At least the other institutions can count on some minimum level of funding! We cannot.

According to the USOE, the NDSL panel recommendations for all proprietary schools (business, trade, and technical) were $5,391,452 for fiscal 1970 and an estimated $4,500,000 for fiscal 1971.

Whatever fears other segments of the education community may have had in 1968 that entry into the NDSL of the proprietary schools would deprive the colleges of their "fair share" of the NDSL money we feel were unfounded. The approximately $5 million panel recommendations prove the reasonableness of the requests of the proprietary schools.

We do not feel that "set asides" are the best solution. But if that is our only recourse, then we ask at least a reasonable "set aside" to permit our students and our financial aid officers to count on some NDSL participation. We would prefer to see the $190 million limitation deleted.

COLLEGE WORK-STUDY -- A SUCCESS

During fiscal 1970, our schools have, for the first time, participated in the College Work-Study Program. Because the student employment is entirely "off campus," we feel it effectively provides the student with career-related work while he is in school or the opportunity to work full time during the summer prior to the beginning of classes. By the combination of these two programs, some of our schools are attempting to answer problems of needy disadvantaged students.

For the completeness of the record, we would like to file as an additional attachment a report on the conduct of "off campus" work-study programs as discussed by business school administrators, USOE officials, and private foundation executives. The College Work-Study Program has proved to be a successful tool for student financial aid.

The key factor seems to be that the program must be "off campus." Hence, it does not fall into the twin traps of "make-work" or of indirect institutional subsidy. It results in real benefits to both the student and the local employer such as a hospital, school board, or public service agency.

PROBLEM OF STATUTORY DEFINITIONS

Before attempting to comment on some of the new proposals advanced by S. 1969, we would like to share with the Committee our frustrating problem dealing with whether or not our proprietary schools are included or excluded by definition from a particular proposal. Further, and of equal importance, is this inclusion or exclusion deliberate or an oversight?

The general definition of an "eligible institution" or an "institution of higher education" is contained in Section 1201 of the Higher Education Act. Among its elements is the requirement that the institution be public or nonprofit.

Over the years, the Committee has developed a series of specialized definitions in programs of *student* aid which do not include this requirement so our students can participate. These include Section 103(b) of the NDEA along with Sections 435 and 461(b) of the Higher Education Act.

Hence, when analyzing student aid proposals, we must spend the bulk of our energy determining whether or not our institutions are included or excluded from the suggested program. A case in point is the Pell bill, S. 1969.

THE PELL BILL -- S. 1969

The student assistance portion of this measure, suggesting a grant of $1200 less income tax paid, is most worthwhile. We would like to support it.

But we cannot! It excludes, by definition, the students in accredited proprietary schools.

Our statutory analysis leads us to the conclusion that the student aid proposal would be available only to students enrolled in schools meeting the definition of Section 1201, which controls the definition of an "institution of higher education" for purposes of Part A of Title IV. Regardless of the need of the student or of the amount of taxes paid, the benefits would be limited to students enrolled in public and nonprofit schools only.

We hope and we would like to believe that the Chairman had no such restrictive intention in mind when S. 1969 was drafted and introduced. Although this is a *student aid* proposal, it is constrained by the limitations of Section 1201 which, under present public policy, were designed to guide definitions for *institutional aid*.

As I stated in my letter of February 6, 1970, to the Chairman about the problem and S. 1969:

> *You might be surprised to learn that our present expenditures per student for instruction, administrative and operating costs, and facilities at Stevens Henager College are financed solely out of tuition receipts. Tuition for an academic year is presently $825. Additionally, we return money to the Federal Government directly in the form of income taxes on our corporate earnings.*
>
> *I am not trying to indicate to you that we are opposed to the intent of S-1969, on the contrary. I feel it is an imaginative and enlightened piece of educational legislation. I am hopeful, however, that you might envision that by including our type of institution within its ambit, a significant service will be rendered to the nation's educational effort at a substantial savings. I feel that if given the opportunity to participate in an amended version of S-1969 that our institutions could make a significant and startling contribution. I hope you will agree.*

Of course, if "Part A" of Title IV were to be included in the definition of Section 461(b), as we have earlier suggested, in the same manner as Part C, the problem would be solved.

TWO DEFINITIONS NEEDED

Assuming we have now reached a point in time that present public policy limits *institutional* aid in the form of subsidies and grants to those schools which are public and nonprofit but the same public policy embraces students in accredited proprietary schools for *student* aid, we urge the enactment of two separate definitions to eliminate this continuing problem. Thus, we could have two general working definitions instead of constantly carving out special excepting language to include proprietary school students in *student* aid programs only.

Even a quick reading of NDEA Section 103(b) or Higher Education Sections 435 and 461(b) leaves one feeling he is confronted with a section from the Internal Revenue Code!

TUITION AND COST OF EDUCATION

Dr. Alice M. Rivlin and Dr. Jeffrey H. Weiss, in excerpts from a series of papers for the Joint Economics Committee of Congress, wrote in *The Washington Post*, on November 2, 1969, that:

> *Since tuition never covers the full cost of higher education, we would favor a cost-of-education allowance to the institution taking a federally aided student to help compensate for the additional cost.*

In proprietary tax-paying institutions, tuition must, of necessity, cover 100% of the cost of education. The same can be said for non-endowed nonprofit institutions.

When the above quote was challenged in an exchange of correspondence with UBSA, Dr. Weiss graciously acknowledged that:

> *We were in error in making that statement and I agree perfectly with the major thrust of your letter. We should have said that tuition rarely covers the full costs of higher education for nonproprietary schools.*

There is no such thing as "free education." Rivlin and Weiss recognize this. It is simply a matter of who pays for the total of dollars expended for the education of a student.

Over the past several years, testimony before this Committee has indicated, depending whether it is public or private, that tuition represents between 15% and 40% of "costs per student" which now seem to average about $3000 per year. In 1965, the American Association of Junior Colleges told this Committee it needed $800 to $1200 per year per student in operating costs and $3,000 to $5,000 in capital outlays. Five years of inflation have no doubt increased this.

The simplest cost figure to find out about a proprietary school is the "cost of education." Since the school is 100% dependent upon tuition as the only source of income, the tuition rate of the particular school represents the "cost of education." That is except for Federal, state, and local taxes from which other institutions are exempt.

In my letter to the Chairman of February 6, 1970, I stated that tuition for an academic year at Stevens Henager College is $825. This, plus books and incidentals, is the "cost of education" at our school.

We have on file recent reports on four MDTA programs conducted in a Michigan private business school. The school is Black owned and administered. The trainees meet all the current nomenclature of "disadvantaged," "Black," "minority," etc.

For a 36-week program of 40 hours per week (80¢ per student per hour), costs per trainee were:

Tuition	$1152
Living and Travel Allowance	2256
Total Cost	$3408 per trainee

We will be glad to supply copies of these reports for the record if the Committee so desires. A rather extensive discussion of the role, contribution, and cost of private schools appears as an agenda item of the December 15, 1967, Eighteenth Meeting of the National Manpower Advisory Committee which is reproduced at page 109 of Hearings on H.R. 15045 before the House Select Subcommittee on Labor, May 15, 16, 1968.

Another source of "cost" figures would be the results of our annual survey of member institutions which appears as Exhibit "D-1." This survey summary contains a variety of information on proprietary business schools, including tuition rates, enrollments, faculty, and Federal program involvement.

According to this survey, the "cost" to the student and the "cost" of education, which are the same, average about $850 to $900 per academic year.

UBSA NATIONAL MDTA CONTRACT

We are in our third year as a national MDTA contractor. Our current "Project Upgrade" is funded at $425,000 for an estimated 1,000 trainees. This is a part-time work and study program for the underemployed. Costs per trainee are estimated at $425 for part-time training of 24 to 36 weeks.

INNOVATION AND ACCOUNTABILITY

Everyone cries out for innovation:

- The President in his message on Higher Education.

- Secretary Finch in his statement of May 12, 1970.

- Commissioner Allen in his testimony of May 12, 1970.

Even the prestigious American Council on Education, in its recent report on "Campus Tensions: Analysis and Recommendations," stated at page 50 that:

> *6. The American society overemphasizes the value of the traditional college degree. Further encouragement should be given to the development and support of new directions in postsecondary education.*

Yet somehow, the "cost" figures we cite seem to provoke attitudes ranging from disbelief to hostility. Still, one need not belabor the obvious nor quantitate the unnesessary to prove that graduates of our schools are equally eligible for the Junior Federal Assistant program of the U. S. Civil Service, Accounting Technicians for the IRS, or Computer Programmers for the Census Bureau.

In professing our accountability for our graduates, let me say, again, we are not asking this Committee to make a value judgment or a choice between the relative merits of independent versus public education.

Instead of closing the doors on innovation as the Administration, despite its rhetoric to the contrary, seeks to do in S. 3636, we ask this Committee to further recognize the accredited proprietary schools as a small but important segment of the post-secondary educational community.

This further recognition would include:

1. Expansion of EOG to include our students.
2. Striking the $190 million NDEA entry level.
3. Rejection of those proposals in the Administration bill which would eliminate our students from the College Work-Study, NDEA Loan, and Subsidized Insured Loan Programs.

ADMINISTRATION BILL -- S. 3636

Before examining the incredible contradictions between what President Nixon *said* in his message on higher education and the *proposals* contained in S. 3636, I think it is fair to state that existing Federal legislation, based upon testimony given before your Committee over the past several years, has firmly established that:

1. Students in proprietary business, trade, and technical schools come from predominantly lower socioeconomic family backgrounds.
2. Independent private non-tax-supported proprietary vocational schools constitute a legitimate sector of our post-secondary educational system and provide an efficacious career alternative.
3. Present public policy has clearly established that it is the need of the student and the quality (e.g., accredited) of the educational program, rather than the corporate form of the educational institution, which permits access to the several programs of student financial aid.

In his message, the President said:

> *Throughout this message, I use the term "college" to define all post-secondary education -- including vocational schools, 4-year colleges, junior and community colleges, universities and graduate schools.*
>
> *With the passage of this legislation, every low-income student entering an accredited college would be eligible for a combination of Federal grants and subsidized loans sufficient to give him the same ability to pay as a student from a family earning $10,000.*

Thus, it is bewildering, disappointing, and confusing to learn that S. 3636 would authorize $100 million "to encourage the development of new post-secondary career alternatives" and, at the same time, make attendance at an independent tax-paying proprietary school most unattractive by proposing to:

1. Eliminate entirely from the College Work-Study and NDSL Loan Programs students in accredited proprietary schools.
2. Eliminate, as a practical matter, from the subsidized loan program students in accredited proprietary schools except by some convoluted determination by the Secretary of HEW that involves our national defense or welfare and determination that there is a labor shortage.
3. So complicate the payback terms and burden the conditions of the unsubsidized insured loan notes, with no interest limitations, as to render potentially ineffective the operation of the desperately needed secondary marketing mechanism (NSLA).

Despite the exclusionary and repealing language of S. 3636, Secretary Finch's statement declares:

> *In my testimony before the House Special Subcommittee on Education on April 16, I emphasized the Administration's commitment to supporting the independence and diversity of our colleges and universities.*

In that same statement of April 16, Mr. Finch described this bill as one which:

> *proposes a system of student aid which holds out the same offer of support to all students in all kinds of post-secondary education alike. Fairness and equality of opportunity is our central concern.*

I respectfully submit that, in the light of present legislative policy, facts established by your Committee hearings, and any objective analysis of S. 3636, the Secretary's statements concerning the encouragement of diversity and support for innovation are, to put it mildly, not accurate.

According to Secretary Finch and Commissioner Allen, "we must eliminate interest subsidies in the Guaranteed Loan Program" so that by Associate Commissioner Muirhead's sights we can be "even handed" as we "build upon" these programs by "targeting on the neediest students" so that we can "dramatically expand NDEA." Further, these proposed unsubsidized loans would be free of interest limitations.

We urge the Committee to note carefully some startling MDTA testimony given by Assistant Secretary Creed C. Black, on February 19, 1970, to the House Select Subcommittee on Labor. He said:

> *I think we can also get more mileage in providing upgrading and training opportunities at the post-secondary level through the Guaranteed Student Loan Program. In the past three years loans totaling $3.2 billion have been guaranteed for 2.5 million students. All apart from higher education institutions there are 3,500 eligible vocational schools, ranging from junior colleges, technical institutes, paramedical occupations schools, business schools, welding schools, flight training schools, and on to barber colleges -- where students can attend with guaranteed loans.*

The Secretary has claimed, "Students who opt for anything other than the four-year college program have too long been labelled second class citizens." Nonetheless, S. 3636 would, in fact, establish two classes of student citizens!

1. Unsubsidized loans of unlimited interest for MDTA and other vocational trainees who need to acquire a skill under Section 435(c) unless there is some sort of "finding" concerning national defense or welfare by the Secretary, and
2. Subsidized loans with limited interest for those attending degree-granting schools under Section 435(b) not subject to an administrative "finding."

Yet, in his message, President Nixon said:

> *Too many people have fallen prey to the myth that a four-year liberal arts diploma is essential to a full and rewarding life, whereas in fact other forms of post-secondary education -- such as a two-year community college or technical training course -- are far better suited to the interests of many young people.*

SECONDARY MARKET NEEDED

The one pearl in S. 3636 is the proposal to establish a secondary market mechanism for handling student loan paper. We feel that this is a matter of highest priority. It is desperately needed now.

We are fearful that the establishment of NSLA or "Sally Mae" may be unduly delayed because of the confusing loan and work-study grant proposals in S. 3636, along with the obvious contradictions between the actual language of the bill when compared with Presidential messages and HEW statements.

Hence, we would urge separate and immediate action on the enactment of a secondary market mechanism.

We would suggest this precaution: Let it remain free from the complex terms proposed by S. 3636 for the student loans. Further, we urge the Committee to address some realistic questions to the Treasury Department and the banking community. We feel that the answers might be far different from the glib responses supplied by theoretical economists who have obviously had control of the drafting of S. 3636.

In summary, we suggest that:

1. The language and results of S. 3636 are not in accord with the announced purposes of the Special Message on Higher Education of President Nixon or the testimony of HEW Secretary Finch.
2. Peer participation by students in proprietary schools for Subsidized Insured Loans, NDSL Loans, and College Work-Study Programs should be preserved.
3. Immediate steps should be taken to separately enact a secondary marketing mechanism variously identified as NSLA or "Sally Mae."
4. There is a lack of logic in any request for $100 million of spending authority to establish new types of institutions in the same bill which discriminates against students in proprietary schools.

CURRENT DEVELOPMENTS IN BUSINESS SCHOOLS

The independent business school almost defies categorization. Some are one academic year single program schools for executive secretaries. All are post-secondary but some are collegiate, offering associate and bachelor degrees. These schools are more susceptible to being distinguished from conventional schools and colleges rather than being defined by their own characteristics.

Statistics on enrollments, faculties, tuition, etc., are not available from the USOE. From our own sets of annual reports, we are attempting to do some reporting.

Attached as Exhibit "B" are three charts describing enrollment and faculty profiles for our schools along with tuition receipts. As you can see, these are on the average small institutions with limited enrollments permitting a very personalized student-teacher relationship.

A very recent development is the state authorized practice of granting specialized associate degrees for graduates of two-year programs. In the last year, the states of Pennsylvania, New York, Tennessee, South Carolina, and North Carolina have initiated this practice.

Tennessee, by resolution of the State Board of Education, has instructed its state institutions to accept for transfer credits earned in these schools. Please see Tennessee resolution attached as Exhibit "C."

CONCLUSION

In the last two years, a vast array of post-secondary and higher education measures have been introduced. Time and circumstances simply do not permit us to comment upon all of them.

But as we appear before this Committee, we are satisfied that the Congress and this Committee especially have provided over the past years the one forum whereby we have had an opportunity to overcome what has been aptly described as "The Politics of Non-consideration" in a very perceptive paper entitled "The Learning Force: An Approach to the Politics of Education," by Stanley Moses (March 1970), prepared for the U. S. Office of Education.

The Politics of Non-consideration

In education, as in all social activities, there exists a variety of competing interests which pursue satisfaction in an environment of scarce resources. The lack of recognition accorded programs in the Periphery is a reflection of the power relations and distribution of influence and authority in the American educational system. This is reflected in the non-discussion and non-recognition of these forms of education. This results in limited educational innovation and a rigidity of educational structure characterized by institutional forms and procedures that set up boundaries and define individual development in terms of progression along the "regular" ladder. There has grown up an "educational establishment" which has a monopoly over sources of funding, the power of decision-making, and the authority of reward dispensation (as represented in credentials and diplomas). It is in the interests of this "establishment" to limit and downgrade the activities of outside competing interests.

The lack of public information on the Periphery is a reflection of the existing framework of decision-making regarding education. Educational policy has generally focused upon the Core, and the orientations of public information agencies and policy makers have been restricted to gathering information regarding those activities. The educational system has been defined as one set of activities, and a network of interlocking agencies and institutions have developed on a local, state, and national level which share in the determination of educational policy. In an environment of scarce public resources, where their allocation is subjected to competing and conflicting claimants, the question as to which claimants are to be allowed consideration is a critical factor. [page 26]

In summary, we suggest that the Committee:

1. Open access to Educational Opportunity Grants for students in accredited proprietary schools.
2. Remove the $190 million entry level participation limitation from the NDEA Student Loan.
3. Establish as a matter of policy two working definitions of "eligible institution"; one for all programs of student aid and the other for programs of institutional subsidy.
4. Extend and expand the present four programs of student aid (NDSL, EOG, CWS, and GSLP) for an additional three years.
5. Reject, forthrightly, the inequitable and unwarranted attempts through S. 3636 to discriminate against students in accredited proprietary schools which would:
   a. Repeal their access to the College Work-Study and NDEA Loan Programs; and
   b. Eliminate them, as a practical matter, from the subsidized Insured Loan Program.
6. Favorably recommend immediate and separate passage of a secondary market and warehousing facility for insured student loans such as Part C (pages 45 through 57) of Title IV of S. 3636.

There are a number of new and thoughtful proposals before the Committee which we assume are more subject to debate rather than decision. In the event additional hearings are held on these matters, we hope we will be invited to testify. We thank you for this opportunity.

Respectfully submitted,

/s/L. R. Stevens
L. R. Stevens, President
United Business Schools Association

President, Stevens Henager College
Salt Lake City, Utah

United Business Schools Association
1730 M Street, N. W.
Washington, D. C. 20036

UNITED BUSINESS SCHOOLS ASSOCIATION

1730 M STREET, N.W. • WASHINGTON, D. C. 20036 • (AREA CODE 202) 659-2460

Office of the President
LEROY R. STEVENS
Stevens Henager College
350 South Seventh East
Salt Lake City, Utah 84102
(801) 364-7791

February 6, 1970

The Honorable Claiborne Pell
United States Senate
325 OSOB
Washington, D. C. 20510

Dear Senator Pell:

Last November you sent me a copy of your Bill S-1969, which would amend Part A of Title IV of the Higher Education Act to provide "a new type of grant -- the 'basic educational opportunity.'" I appreciated receiving the materials along with your invitation to keep you informed on my views on current educational problems. Since this year may be an active year in considering higher education legislation, I would like to share with you some of my thoughts in regards to your proposed bill.

Speaking from the view of proprietary, tax-paying institutions, we must of necessity look beyond the expressed intent of a measure and examine carefully the definitions implementing this intent. Certainly, I heartily agree with your statement that, "Every qualified student would, as a matter of right, be eligible for a direct grant for each year of undergraduate work in college."

Unfortunately, Part A of Title IV is the one student assistance program from which students in accredited proprietary schools are excluded. Hence, if S- 1969 were to be enacted as introduced, it would not extend this benefit to "every qualified student" but only to students in certain types of institutions.

It is our hope that the opportunity grant program can be expanded someday to include students in accredited proprietary schools as has been done with NDSL, College Work-Study, and the Insured Loan Programs.

If the definitions of those programs were to govern your proposed expansion of Part A of Title IV, then of course the grants would be available to students in "eligible institutions." Would you consider such an amendment to S-1969?

I understand that your Senate subcommittee is planning to commence hearings that will be in session between now and March 10. If these hearings involve a discussion of the Education Opportunity Grants, I hope you will consider expansion of these grants to include students in schools that are members of UBSA and accredited by The Accrediting Commission for Business Schools. We would be most appreciative and deem it a privilege to be invited to testify before your committee on this point.

There is another aspect of S-1969 which concerns the proposal for the institutional grant for cost of instruction allowances of $1000 per grant holder. This could be a matter of aid to institutions instead of aid to students, or it might be classified as "under contract" purchase of services.

We are aware that present public policy in education, as distinguished from current practices in transportation, health, agriculture, and defense, does not provide for subsidies to proprietary (i.e., tax-paying rather than tax-consuming) institutions. I refer, of course, to subsidies rather than "under contract" relationships authorized by MDTA and Vocational Rehabilitation.

Actually, I wonder if the institutional "grant" per student is really more in the nature of a "contractual purchase of services" for that particular student rather than an institutional subsidy? I hope you would agree.

As I understand S-1969, the combined dollar amount per student would range from a minimum of $1200 to a maximum of $2200.

You might be surprised to learn that our present expenditures per student for instruction, administrative and operating costs, and facilities at Stevens Henager College are financed solely out of tuition receipts. Tuition for an academic year is presently $825. Additionally, we return money to the Federal Government directly in the form of income taxes on our corporate earnings.

I am not trying to indicate to you that we are opposed to the intent of S-1969. On the contrary, I feel it is an imaginative and enlightened piece of educational legislation. I am hopeful, however, that you might envision that by including our type of institution within its ambit, a significant service will be rendered to the nation's educational effort at a substantial savings. I feel that if given the opportunity to participate in an amended version of S-1969 that our institutions could make a significant and startling contribution. I hope you will agree.

Once again I would like to mention how much I enjoyed the opportunity of visiting with you and becoming better acquainted at our national convention. I recently re-read the text of your speech as printed in the Compass and continue to find it a most refreshing discussion. I appreciated very much your invitation to express my views to you. In return may I hear from you concerning the particular questions and suggestions on S-1969. I would also appreciate hearing from you concerning the possibility of testifying before your subcommittee concerning the Education Opportunity Grants or other areas of the Higher Education Act that you feel would be of interest to us and of help to you.

Sincerely yours,

Roy Stevens

L. R. Stevens, President

LRS:so

EXHIBIT A-1

COMMONWEALTH of PENNSYLVANIA

SCHOLARSHIP STATUS NOTIFICATION
PENNSYLVANIA HIGHER EDUCATION ASSISTANCE AGENCY
TOWNE HOUSE
HARRISBURG, PENNSYLVANIA 17102

STUDENT	POST-SECONDARY INSTITUTION
KATHLEEN M WOOD	NEW KENSINGTON COMMERCIAL SCH
202 BUFFALO ST	ATTENTION- REGISTRAR
FREEPORT PA 16229	OR FINANCIAL AID OFFICER
	NEW KENSINGTN PA
	017075 88

Gentlemen:

The Scholarship application or the institution's nomination of this student has been received by the Higher Education Assistance Agency and the results are shown below.

Students are permitted to file only one application during their undergraduate study. The renewal of all scholarships will be made subject to the availability of state scholarship funds and upon the recommendation of the institution of higher learning. The student must make normal academic progress as established by your institution; he must remain a resident of Pennsylvania, be of satisfactory character and attend your institution on a full-time basis. Any questions pertaining to the recipient's Pennsylvania residency should be referred to this Agency. Complete details and forms for renewal will be forwarded to you at the appropriate time. A student must have the prior approval of the Agency before transferring from one institution to another.

The State Scholarship Act requires that a recipient use his scholarship funds to pay for his tuition, fees, books, room and board. The determination of the student's need for assistance from the Agency was based upon the information at the foot of this page and is provided to you in a confidential nature. If you have knowledge of additional scholarship assistance which is not shown or factors which would indicate that the student should not receive this State Scholarship please notify the Agency at once. If so, do not disburse any funds to the student or his account. The data listed below will be valuable to you annually in making a decision as to whether or not the applicant's scholarship should be renewed for each of the years of his undergraduate study.

The grant for the first semester will be forwarded to your institution approximately October 1 for the first semester of the academic year for which it is granted, and approximately February 1 for the second semester. Scholarship students are also eligible to make application for an interest free State Guaranty Loan. Information concerning student loans to finance educational costs is on the reverse side of this notice.

YOUR APPLICATION INDICATES THAT YOU REQUESTED ASSISTANCE TO COVER THE ACADEMIC YEAR BEGINNING 09/01/66 AND ENDING 06/30/67 . YOUR APPLICATION HAS BEEN ASSIGNED NUMBER 169-40-2659 AND WAS PROCESSED ON 11/05/66 .

YOU HAVE BEEN AWARDED A SCHOLARSHIP OF $400 PER ACADEMIC YEAR.
YOUR SCHOOL WILL RECEIVE ONE-HALF THIS AMOUNT PER SEMESTER.

Kenneth R Reeher

KENNETH R. REEHER
Executive Director
PENNSYLVANIA HIGHER EDUCATION
ASSISTANCE AGENCY

THE DATE OF ORIGIN OF APPLICANT'S PENNSYLVANIA RESIDENCY	APPLICANT'S MARITAL STATUS	APPLICANT'S SOCIAL SECURITY NUMBER		PROGRAM OF STUDIES	STUDENT BANK BALANCE
01 (MONTH) 19 49 (YEAR)	MARRIED: — SINGLE: X	169 40 2659 (NUMBER)	GP.2	D (CODE) *SEE OTHER SIDE FOR CODES	$ 22 (AMOUNT)

APPLICANT LIVES AT HOME	APPLICANT OWNS OR HAS FULL - TIME USE OF AUTOMOBILE		FEDERAL SCHOLARSHIPS	OTHER SCHOLARSHIPS	OTHER STUDENT INCOME	PARENTAL ASSETS
YES: X NO:	MAKE: — YEAR: NONE		$ NONE (AMOUNT)	$ NONE (AMOUNT)	$ NONE (AMOUNT)	$ 8,000 (AMOUNT)

NET FEDERAL TAXABLE INCOME	PHEAA EXPECTED CONTRIBUTIONS FROM INCOME AND ASSETS	PARENTAL LIABILITIES	NUMBER OF DEPENDENTS	NO. OF CHILDREN IN POSTSECONDARY SCHOOL (EXCLUDING APPLICANT)	APPLICANT'S PHEAA COMPUTED NEED
$ 3,097	$ 266	$ NONE	2	0	$ 400

EXHIBIT A-2

From: Commonwealth of Pennsylvania
Higher Education Assistance Agency
Towne House
Harrisburg, 17102
Rudy Noro 787-4086
December 15, 1966

Subject: State Scholarship Programs

For Immediate Release

HARRISBURG - Kenneth R. Reeher, Executive Director of the Pennsylvania Higher Education Assistance Agency, announced today that Pennsylvania is the first state in the Nation to grant scholarships, under the State Scholarship Program, for study in private trade, technical and business schools. The Agency this week distributed 409 scholarships, to students attending non-degree schools, for a total amount of $200,700 for the 1966-67 school year. These schools must be approved by the Pennsylvania State Board of Private Business and Trade Schools and be located in the Commonwealth of Pennsylvania. Students must be enrolled in a program of not less than two years full-time study.

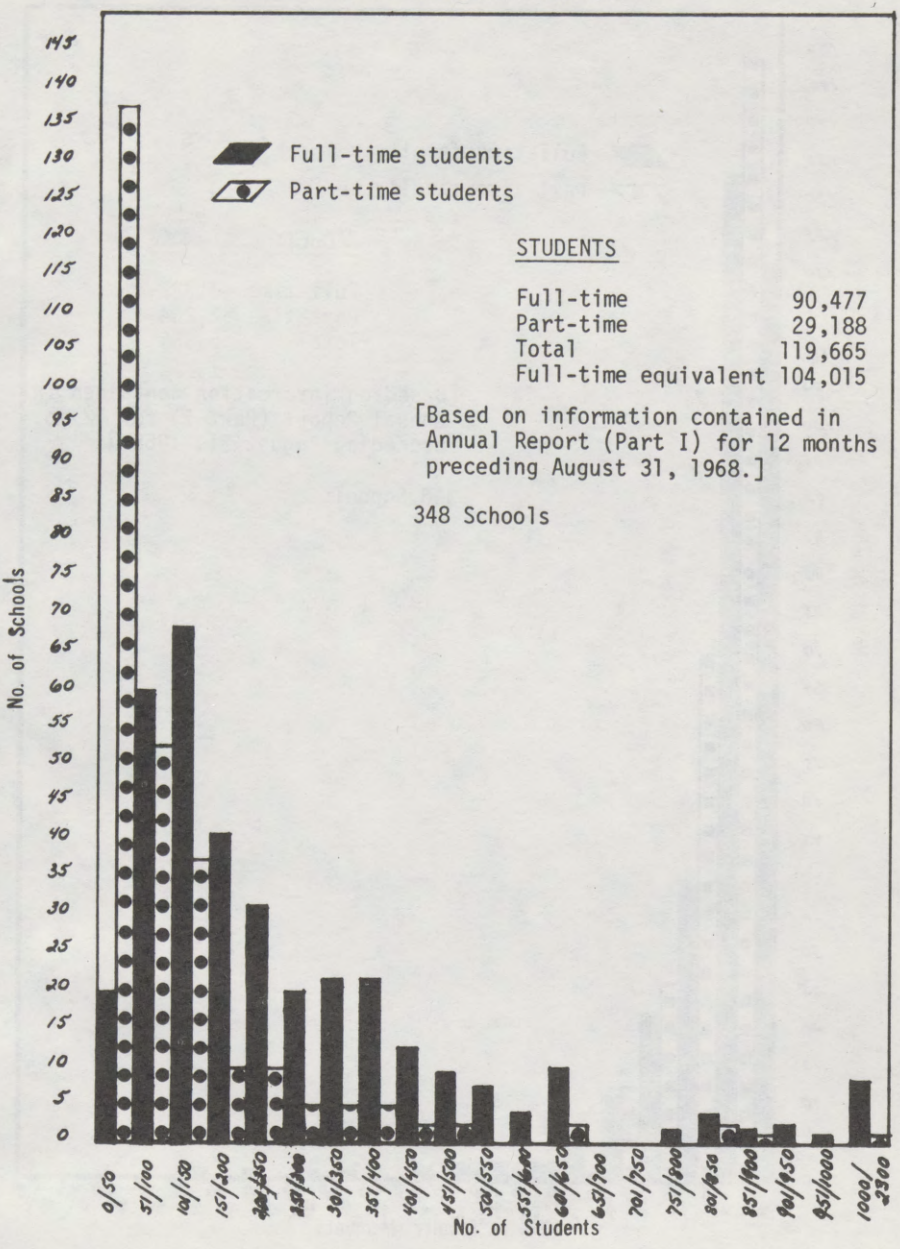
In addition, the Agency announced that 217 scholarships, in the amount of $82,350, have been awarded to students attending hospital schools of nursing. Nursing students may attend approved schools anywhere in the country.

The Agency is currently accepting scholarship applications from 1967 high school graduates who plan to attend college. The deadline for receipt of applications is December 31, 1966. Those students going on to trade, technical, business and nursing schools may file after high school graduation.

# # # # #

EXHIBIT B-1

ACBS STUDENT SURVEY



STUDENTS

Full-time	90,477
Part-time	29,188
Total	119,665
Full-time equivalent	104,015

[Based on information contained in Annual Report (Part I) for 12 months preceding August 31, 1968.]

348 Schools

EXHIBIT B-2

ACBS FACULTY SURVEY

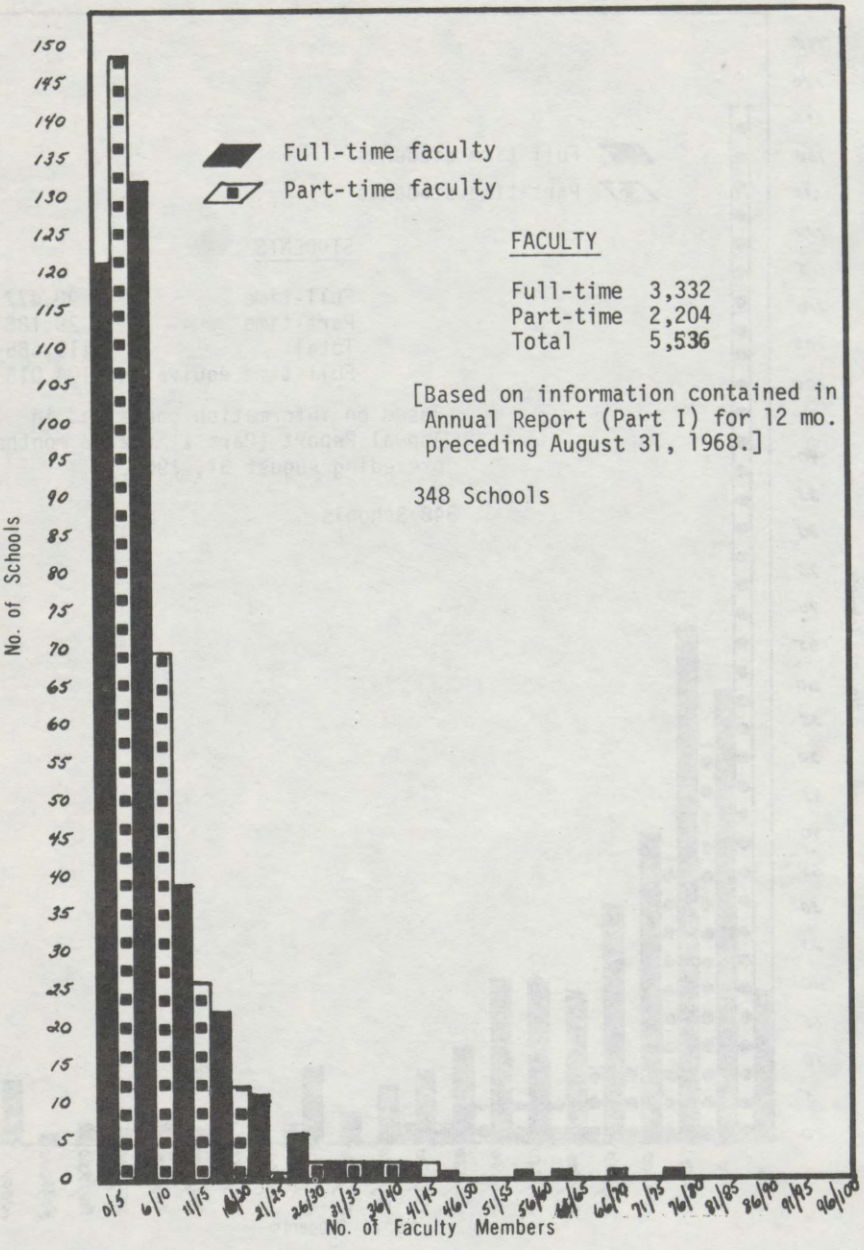


EXHIBIT B-3

TUITION RECEIPTS OF SCHOOLS

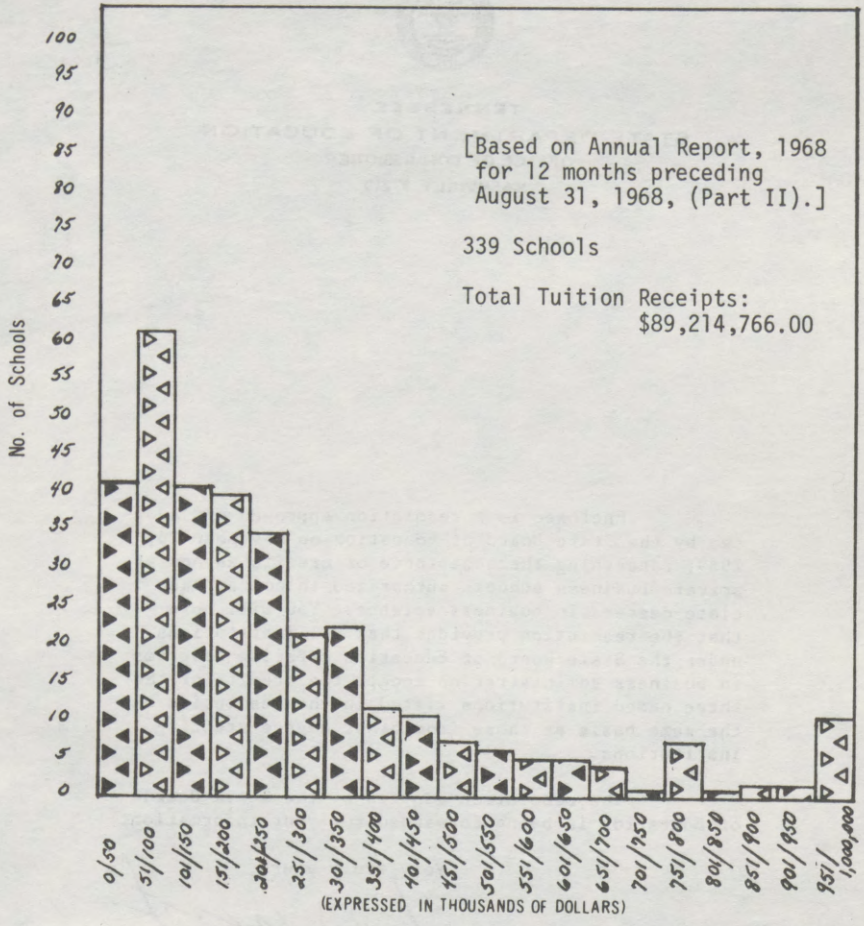


EXHIBIT C-1

TENNESSEE
STATE DEPARTMENT OF EDUCATION
OFFICE OF COMMISSIONER
NASHVILLE 37219

Enclosed is a resolution approved and adopted by the State Board of Education on November 26, 1969, concerning the acceptance of credits earned at private business schools authorized to confer associate degrees in business science. You will note that the resolution provides that all institutions under the State Board of Education offering programs in business administration accept the credits of the three named institutions listed in the resolution on the same basis as those from other degree granting institutions.

The resolution adopted by the State Board of Education is being forwarded for your information.

Very truly yours,

J. H. Warf
Chairman

JHW:pas

Enclosure

U.B.S.A.
RECEIVED
JAN 23 1970
WASHINGTON, D.C.

EXHIBIT C-2

RESOLUTION

WHEREAS, the State Board for Private Business Schools, under the authority of State laws, has established criteria for the evaluation of private business schools for the purpose of granting associate degrees in business science; and

WHEREAS, on the receipt of applications from Edmondson College of Business, Chattanooga, Tennessee, Draughon's Business College, Nashville, Tennessee, and Knoxville Business College, Knoxville, Tennessee, the State Board for Private Business Schools appointed a committee for the purpose of evaluating these schools in keeping with the criteria which had previously been established by the State Board for Private Business Schools; and

WHEREAS, the evaluating committee visited each of the three colleges requesting the authority to issue associate degrees in business science and made detailed studies of the three institutions in keeping with the criteria which had been established by the State Board for Private Business Schools; and

WHEREAS, the committee, under the direction of Edwin W. Midgett, Middle Tennessee State University, serving as chairman with Miss Josephine Prichett, Cleveland State Community College and Mr. Kendrick Koger, President, West Tennessee Business College, Jackson, Tennessee as members, recommended that the three institutions be granted authority to award associate degrees in business science; and

WHEREAS, The State Board for Private Business Schools, on June 13, 1969, approved the Edmondson College of Business, Chattanooga, Tennessee, the Draughon;s Business College, Nashville, Tennessee, and the Knoxville Business College, Knoxville, Tennessee, the authority to confer associate degrees in business science.

NOW, THEREFORE, BE IT RESOLVED, That all institutions under the State Board of Education offering programs in business administration shall accept the credits of the three named institutions on the same basis as those from other degree granting institutions.

(This resolution was presented by the State Commissioner of Education, J. Howard Warf, to the State Board of Education on November 26, 1969, and was passed unanimously.)

1969-1970 UBSA MEMBERSHIP PROFILE SURVEY

The chart reproduced below indicates the results of the 1969-70 UBSA Membership Profile Survey conducted in conjuction with the annual dues forms. The figures are for the year 1968-69.

	TOTAL MEMBERSHIP			ONE YEAR SCHOOLS OF BUSINESS			TWO YEAR SCHOOLS OF BUSINESS			JUNIOR COLLEGES OF BUSINESS			SENIOR COLLEGES OF BUSINESS		
	Total Schools: 475 *Responses:* 375 (79%)			*Total Schools:* 211 *Responses:* 179 (85%)			*Total Schools:* 210 *Responses:* 155 (74%)			*Total Schools:* 49 *Responses:* 38 (78%)			*Total Schools:* 5 *Responses:* 3 (60%)		
	Aver. age	No. Responses	% of Total Schs.	Aver. age	No. Responses	% of Total Schs.	Aver. age	No. Responses	% of Total Schs.	Aver. age	No. Responses	% of Total Schs.	Aver. age	No. Responses	% of Total Schs.
TUITION															
Monthly	$ 70	108	23	$ 71	60	28	$ 67	44	21	$ 75	4	8	$ —	—	—
Quarterly	274	111	23	296	41	19	249	51	24	292	18	37	320	1	20
Semester	443	31	7	502	9	4	405	17	8	451	4	8	525	1	20
Course	1,038	122	26	1,003	74	35	1,081	41	20	1,342	6	12	75	1	20
(length of course)	11 mos.	118	25	11 mos.	69	33	11 mos.	41	20	12 mos.	7	14	4 mos.	1	20
Other	548	23	5	192	8	4	469	7	3	973	8	16	—	—	—
STUDENT ENROLLMENT															
Day	292	339	71	195	156	74	307	145	69	622	36	73	865	2	40
Evening	141	259	55	108	116	55	124	115	55	320	26	53	713	2	40
FEDERAL PROGRAMS															
No. Students in Guaranteed Loan Program	76	206	43	55	74	35	86	106	50	97	26	53	—	—	—
No. Students in Other Federal Loan Programs	50	304	64	35	140	66	45	131	62	135	31	63	209	2	40
EMPLOYEES															
Faculty: Full-time	9	360	76	6	175	83	9	147	70	20	36	73	17	2	40
Part-time	5	304	64	4	137	65	5	132	63	11	33	67	37	2	40
Non-faculty: Full-time	7	303	64	4	131	62	6	136	65	17	34	69	11	2	40
Part-time	3	208	44	2	84	40	3	92	44	7	30	61	6	2	40
Annual Payroll	$121,567	287	60	$68,726	134	64	$130,739	117	56	$288,401	34	69	$289,171	2	40
DORMITORIES															
No. Schools Operating Dorms	—	97	20	—	22	10	—	49	23	—	25	51	—	1	20
No. Students in Dorms	139	92	19	73	21	10	105	46	22	260	24	49	150	1	20
TYPE OF OWNERSHIP															
Bus. Corp., Closed		199			103			81			15				
Unit of Bus. Corp. Publicly Held		59			24			32			3				
Non-profit Corp. Approved by IRS		43	78		8	83		13	74		19	78		3	60
Partnership		24			11			13			0				
Sole Proprietorship		46			29			16			1				

Mr. FULTON. I also have three detailed reports, two on MDTA programs in Detroit, and one on the work incentive program, the WIN program, under the Department of Labor, again with costing figures and graduate success and dropout, things like that, which may be helpful to the committee if acceptable.

(The information subsequently supplied follows:)

Report of . . . .
Manpower Development Training Class
#9054 - Stenographer
Conducted at
DETROIT INSTITUTE OF COMMERCE
1308 Broadway
Detroit, Michigan 48226
As of . . . . . .
February 20, 1970

On March 4, 1969, twenty-nine women enrolled at Detroit Institute of Commerce under the Manpower Development Training Stenographic Program, Project MR-9054. The first impression of this group was, "There are some jewels.....they are eager to learn and willing to work hard."

The willingness and the hard work paid well for the twenty-two that completed the program on December 9, 1969. The seven who had to drop out of the program gained something from their study that hopefully has helped them gain greater confidence in themselves. The reasons for dropping were as follows:

1 dropped because of illness;
2 for poor attendance;
2 because of personal problems;
1 because of home responsibilities; and
1 because of insufficient allowance.

The persons sent to us for this program were all females, Negro.

The criteria used by MESC in making the selection was:

Age: 18 years old and up
Sex: Male or female
Education: High school graduate or equivalent preferred;
Eleventh grade minimum
Skills, Experience and Knowledge: Some typing experience
and shorthand preferred

The classes met from 8 a.m. to 4:30 p.m., Monday through Friday, for 36 weeks. Clock hours totaled 1440 and these hours were divided into:

60	Hours	- Business Economic Education and Human Relations
800	"	- Stenographic Skills (Shorthand, Typing, Transcription)
180	"	- English and Vocabulary
180	"	- Computational Skills
160	"	- Clerical Procedures (including Charm and Personal Improvement)
60	"	- Transcribing and Duplication Machines
1440	"	- Total Hours of Instruction

Ages ranged from 18 to 57 and the average age was 26.1 years. Twenty-four were high school graduates; three had passed GED tests; one had two years of college; and another had a year of college. The year of high school graduation ranged from 1952 to 1969.

A breakdown of age is as follows:

AGE	NO. OF STUDENTS
18 - 19	4
20	4
21 - 23	4
24 - 27	8
29 - 31	4
32 - 36	4
57	1
	29

These trainees had a total of 30 dependents, an average of 1+ -- the number of dependents ranging from 5 to none.

When the students began classes, typing speeds ranged from 25 to 40 with 1 to 3-minute timings, and upon completion 45 to 70 words on 10-minute tests.

The students who had studied shorthand previously were assigned to a Gregg review class. Others were assigned to beginning Stenoscript (a-b-c shorthand). The students were all able to do from 80 to 120 words in shorthand upon completion and to transcribe in acceptable form.

Our instructors work closely together: English - Shorthand - Typing - often studying the same materials. For example, transcription papers with incorrect punctuation, incorrect spelling, sentence structure, etc., are studied by the English instructor and used as a basis for class discussion. The vocabulary class might be found studying a list of words that will later be dictated in shorthand class or used as a "spelling at the typewriter" assignment.

Charm and personal improvement was with this group, as with others, a very important part of their program. We, of the staff, are well aware that many women entering this program have very vague ideas of what a well-dressed business woman wears; of how to plan a wardrobe; of the common courtesies and social graces that spell the difference between getting a job, and then, moving up the ladder. So, we try to teach these things first by being an example, and then, by exposing them to class sessions, visits to such places as Carmen's House of Beauty (where they were given individual hair styling, make-ups and sample cosmetics); to fashion shows at Hudson's; to serving refreshments to school visitors (even to making the coffee); to office visits, as well as having specialists address the classes.

Employers were invited at intervals to discuss with the students opportunities for employment within their organizations. During the month of May, twenty different employers visited the school.

Michigan State Civil Service administered tests at the school. Ford Motor Company experimented with testing at the school and both they and the students were pleased with this procedure.

We try to prepare our students for testing and usually administer the Wonderlic and Otis tests. Testing for a job still seems to be the point at which even good students freeze and often fail. We hope that we can encourage more employers to test at the school.

We, at DIC, feel that our job is incomplete until we have placed our students on jobs that afford them opportunities for growth and adequate earnings. We receive more job calls than we are able to fill and these students graduated at a time when placement was relatively easy.

The employment of these women speaks for the success of the class. It also bears out our impression early in the program that they were eager to learn and willing to work.

As we stated, 22 completed the program. However,

1 is not seeking employment because of pregnancy;
1 we are unable to recommend to a job because of her poor attendance, marginal performance, and negative attitude; and
1 we are also unable to recommend to a job because of her poor attendance due to health problems.

The 19 remaining (86.36% of the class), are employed as follows:

NAME	EMPLOYER	WEEKLY	ANNUALLY
ARNOLD, Cora	Archdiocese of Michigan	$115.00	$6,000
BOLTON, Bernice	M. E. S. C.	105.50	5,486
DIXON, Geraldine	Detroit Edison	105.00	5,460
EDMONSON, Marian	Burroughs Corp.	101.60	5.263
FOUCHE, Etha	Ford Motor Co., Legal	103.15	5,364
GASTON, Nancy	Detroit Edison Co.	110.00	5,720
GRAVITT, Maria	Blue Cross, Blue Shield	90.00	4,680
GREENE, Audrey	General Motors, Chev.	116.00	6,060
JENKINS, Yolanda	Ford Motor Co.	103.00	5,364
MORTEN, Rosa	General Motors, Cadillac	124.00	6,432
REVELS, Corliss	M.E.S.C.	102.00	5,304
SIMPSON, Erma	Ford Motor Co.	103.00	5,364
SIMS, Earlester	United Foundation	85.50	4,446
TINSLEY, Margaret	Detroit Edison	105.00	5,460
TIPLER, Jannette	Standard Fed Sav & Loan	76.00	3,952
TURNER, Jeanette	McNamara Skill Center	105.50	5,486
WOODY, Julia	MESC (Dearborn)	110.00	5,720
GABRIEL, Faye	State of Michigan	105.50	5,486
*HILL, Willie B.	Grand Trunk Railroad	135.00	
		$2,000.75	$97,047

*Temporary

These students are all using their skills -- shorthand and typing -- on their jobs.

We always ask the students to evaluate their program at DIC. As I read their comments with the intent of checking portions to quote, I felt myself "choking" and couldn't do it; therefore, with a few sheets added to the report, we are submitting them in full.

I believe they show, as all of us at DIC feel so sincerely, that given an opportunity and a challenge, most people want to and will improve their economic status, and by improving their economic status, they improve in social and cultural areas.

We welcome Manpower Development Training programs and feel that through them we are making a real contribution to raising the standards of mankind.

We thank MESC for selecting such a wonderful group of people, and we thank the State Department of Public Instruction, Division of Vocational Education, for giving DIC the opportunity to participate in this program.

(Mrs.) R. Louise Grooms, Director

****

STUDENTS' EVALUATION OF TRAINING AT DIC

Cora Arnold — Work experience: Cashier; Waitress

"The Detroit Institute of Commerce has meant a great deal to me during the past nine months.

I have so proudly achieved the things that will help me to continue on in life and build a happier and even fuller life for me and my family in the future.

Even though the times were occasionally hard to bear, I think it just made us stronger and more willing to carry on and find out just how the end was going to be for us.

My sincere thanks and appreciation goes out to everyone at DIC and MESC, who is directly responsible for my great opportunity."

******

Winifred Austin — Work experience: Assembler, production

"Michigan Employment Security Commission offered me a chance of a lifetime by permitting me to attend Detroit Institute of Commerce. I have gained much through the aid of my teachers and fellow students. With the knowledge I have gained from DIC, I hope I will be able to go into the world and accomplish one of the goals in my life. This training will enable me to go out into the business world with more confidence and assurance.

I know that my family will benefit from this training and so will I."

******

Bernice Bolton — Work experience: Packing and bindery

"DIC has meant a great deal to me. I am sincerely grateful to the teachers at DIC who have made it possible for the added knowledge I now have. Stenography is a course that I have long been interested in and with the aid of the teachers at the school, I believe I have become quite skillful in the art of shorthand. I

must confess, however, that math has never been quite my subject and I failed miserably in comprehending the basic essentials of the course. I could have done better, I suppose, but a large portion of the time the language of math went in one ear and right out the other.

But English, well, that's another matter. I believe I did considerably well in my English assignments since English happens to be a very favorite subject of mine, and I miss Mr. Douglas very much for I could continue the learning of English indefinitely.

My typing, I believe, has improved within the last five weeks. I know I am typing much better than when I first came to DIC because my speed then was only 20 wpm and with just about as many errors. I must keep practicing, however, if I am to obtain my desired speed which is 60 wpm with no errors. I also wish to obtain a speed of 100 wpm in shorthand, but only on occasion and when I'm thoroughly determined can I reach that goal.

And Mrs. Comiskey, the teacher who has taught the greatest amount of our course as stenographers, deserves a resounding applause. Her patience and guidance in teaching our class the basic principles of shorthand, the do's and don't's in the office, and office procedures is of the greatest and most valuable kind. What I have learned under her guidance, I am sure I will never forget.

DIC, as a whole, has been a great experience to me, as I am sure it has been a great experience to all of us who has ever entered those doors. Because of DIC, I can walk out into the world of business a little bit surer, and more hopeful than before when I could claim no skill. In less than nine months DIC has taught me as much as it can; it is now up to me and my colleagues to go out there into the world of business and to make either a failure or success of ourselves. If we fail, we cannot say, "It's DIC's fault," but if we succeed, I (we) can truthfully say, "I owe it all to DIC."

The spirit and experience of DIC will live with me always."

****

Geraldine Dixon Work experience: Clerical

"Detroit Institute of Commerce has meant a great deal to me in the last nine months. Everyone here at DIC was very helpful and very understanding of me. DIC has really helped me further my education and has gotten me all enthused and ready to go to work.

Since I have been going to DIC, I feel that I am ready to face the world; that's the kind of feeling you get when you finish at DIC. There is one thing you have to keep in mind while going to DIC, and that is, that you are willing to work and come to school everyday to show that you are here to work and help yourself.

I couldn't have done it without the great help of that wonderful person, Mrs. Comiskey. She had a great deal to do with it. That's why I feel that I'm ready because that's the feeling she gives you. So DIC has really and truly helped me a great deal, and I really appreciate Mrs. Comiskey and all the staff at DIC and their help. I hope that many more people will have the opportunity to attend DIC in the future. Thanks to DIC and also MESC for the opportunity offered me."

Etha M. Fouche Work experience: Beautician, Waitress

"Being able to attend DIC has given me a new look on life. This is the inside track to success. I now have the chance to further my education if I wish. DIC has shown me that I can and it has started me in the right direction.

I have made many friends while attending the school and have had the opportunity of being taught by wonderful teachers. I really feel a loss at having to leave.

I have proven to myself and to my family and friends that I am capable of doing something worthwhile with my life, if I set my mind to it. With a lot of will power and initiative, anyone can go far if he or she sets his mind to it.

I am grateful for the opportunity to have attended this school, and I also wish to thank the MESC for offering me this opportunity. I know that without the training I have received, I would not have been in a position to get a good job.

****

Faye Gabriel Work experience: Part-time, Sales and Stock Clerk

"Opportunity knocked for me at its greatest extent when I was allowed to attend the Detroit Institute of Commerce. The training I have received for the past eight months has been most rewarding. I feel that much has been accomplished for me as far as my scholastic training is concerned. The benefits I shall receive from this training cannot be defined now, but deep down inside I feel that they will be most beneficial.

As far as my family receiving the benefits of this training, it could not be expressed in words as the benefits will be helpful to them as well as to myself. In a sense, my family will benefit more because I hope that behind this course I can get a good position which will allow me to rear and support my children much better than at the present time.

When you have something to strive for, you can keep pushing until you have accomplished that goal. I hope to accomplish that goal of making a decent living in this business world for me and my family. I believe that I have received the main steps of reaching that goal by attending the Detroit Institute of Commerce."

****

Nancy Gaston Work experience: Gift wrapper; presser

"My training at DIC has opened a new door to my future -- a new outlook on life. Through the fine program which the government has offered, there is no reason why anyone should refuse to take that initial step toward the ladder of success. I will use my education received here at DIC to try to gain my place in the business world.

Life is one big challenge; we have to accept that challenge. In order to master this challenge in life one has to delve for knowledge to prepare himself for the tasks ahead.

Through my training here, I have qualified as a stenographer at the Detroit Edison Company. As a stenographer there, I will endeavor to serve the company to the best of my ability.

I have had an enjoyable experience here working with the staff and teachers who took such a great interest in me as well as all their students. I have gained much: knowledge, experience, and last but not least, friendship.

"Iwould like to express my deepest appreciation to the people who made it possible for me to reach this point in society where I feel I am an asset to it and able to contribute something to life itself."

****

Maria Gravitt Work experience: Nurse-aide

"Realizing that I am in the graduating class of 1969 from DIC, which I am rather surprised myself, I feel I have accomplished a great deal.

My sons are rather small; but by me being interested in school and showing initiative in my school work, this made my 7-year old become more involved in his school work. And this was a big accomplishment in itself. But the major debts I owe is in the help I received from those who really had confidence in me. At times I felt a little reluctant, then I realized that I had to go on for more reasons than one. Now it is all over, and it was worth it!"

****

Audrey Greene Work experience: Receptionist

"This training has meant another step forward in my Life. A chance to share in the opportunities that are now available for me and others like me.

I enjoyed my stay at DIC and have appreciated greatly the help and consideration of my teachers that were so eager to help. I now feel I definitely have a career and the skills to back me all the way. I feel more confident in what will happen Today or Tomorrow."

****

Willie B. Hill Work experience: Clerk-typist

"My attending DIC was made possible by MESC. MESC's aim was to prepare me to be a marketable employee in the business field through DIC. With the aid of DIC's teachers and equipment, I began a 9-month training period. I am sure DIC expects a student leaving their school to venture into the business field and using their name as reference to be a credit to the school. The importance of applying one's best effort to his studies, neat grooming, attitude, how to apply for a position, and what not to do in seeking employment, were some of the pointers drilled into the class.

The time has now arrived to ascertain what I have accomplished. Although my skills could be improved, I feel confident that I have a greater chance of obtaining employment now than before I attended DIC. The willingness of the members of the faculty to assist in any difficult situation has been a great encouragement to me.

I hope the younger members of my family will view my attempt to gain additional knowledge in order to obtain employment, as an incentive to remain in school and learn while they have the opportunity."

*****

Yolanda Jenkins Work experience: Shirt presser

"My training at DIC has meant a better chance for a better future. I feel I am now qualified to obtain and uphold a position in the field that I have studied due to the encouragement and knowledge of the teachers and administrators of DIC.

The past nine months have given me a new outlook towards life. Never before have I known that there were such tremendous opportunities open to someone of my stature. Since being a member of the student body at DIC I have learned that the key to success is available to those with the ambition to search and work for it. My search began with the first day I attended DIC.

It is my hope that I can now apply the skills that I have obtained during this training period. I feel that this training program, and the people involved with it, have been very decisive in determining my future career and my outlook on life."

****

Rosa Morten Work experience: General Clerical

"In the past nine months I have comprehended more that will make my life more enjoyable and profitable than I have in all my years of training. I have had training before, but here at DIC was different from any other school that I have attended.

I really must take time out to thank all of my instructors because they all were very patient, understanding, and took considerable interest in each of the students. I wish to graciously thank each of them for the knowledge they bestowed upon me.

While at DIC, I have come in contact with more vocabulary words than in all twenty-two years of my life. But after working with them, I've began to like dealing with words. I've learned the spelling, pronunciation, division, and the meaning of hundreds of unfamiliar words.

Before I came to DIC, my typing speed was terrible, and I had no knowledge of shorthand. Now I have obtained a reasonable speed in both my shorthand and typing. I hope with this training, I will reach my ultimate goal in life. If I am successful, which I hope to be, I owe it to MESC and DIC; if I am a failure, I owe it to myself, because the teachers did their jobs and the rest was left up to me. I am going to do my best to be a success because this will benefit me and my family in the future. I will use my skills, intelligence, and initiative to do all that I can to be a success.

****

Erma Lee Simpson Work experience: Sales clerk

"This training has meant to me something that I cannot describe in words. I could go on for pages trying to tell you about it, but it is not necessary.

This training has meant a future for my daughter and myself. With the training I have received at DIC, I will be able to obtain the type of job that I used to dream about and see others with, but never thought I'd ever hold that type of job. Well, this training has "made a dream come true." I am now able to go out into the world of business knowing that I have something to offer any company.

This training has helped me climb that ladder to success. The skills that I have acquired will place my foot on the first step, and my abilities and personality will enable me to reach the top."

****

Margaret Tinsley Work experience: Machine operator

"DIC and its faculty has been a great inspiration to me. Ever since I came to DIC it has been a very inspiring experience - one that I will never forget. Before I came to DIC my secretarial skills were not up to the business standards. With the help of my teachers, I am qualified to go out and get a good-paying job.

This is an experience that I will never encounter again. It has been enjoyable and also very memorable."

*****

Jannett Tipler Work experience: Sales clerk

"Detroit Institute of Commerce has shown me that with the little talents I have, I can still improve them and place myself in a better position. I feel that DIC has done all they can for me.

I believe if I had attended school more often instead of missing days, and practiced every night like I was supposed to do, I could have reached a much higher goal than I have now. DIC has helped in every way they possibly could. It's up to me to try and continue to improve my talents as I go along.

I thank DIC very much and if I could live my life all over again I would be more intelligent and make use of the opportunity offered me. There is nothing more DIC can do for me; the rest is up to me. I can still improve myself by practising and by trying to keep my attendance record in good standing. If I hadn't wasted a lot of time and fooled around I would not have to be too worried about a job. These are just a few of the things I realize now that I am about to graduate.

Thank you, DIC, and your staff and personnel for doing all you did for me in bettering my education. Sorry I couldn't do better for you and especially for myself because now I'm faced with the employment problem."

****

Jeanetta D. Turner Work experience: Seamstress, production worker

"I have always wanted an office job since I was fresh out of high school. When I was told that I was eligible to come to DIC to take a Stenographer course, I was very thrilled. When I first started the course, though, I wasn't enthused at all because I saw I had to really get down to work. Then, about the middle of the semester, I realized that I had to really get down to business!

I became more interested, more concerned, and more aggressive. Now I'm at the end of the term, and I am even more concerned because I have achieved what I have always wanted. But most of all, I have all my skills to prepare myself for office work. This is more important and I am even more thrilled because it was the help of DIC to help me reach this goal.

Now I am ready for work, offered a position to work, and it would not have come about if it wasn't for DIC and the members of the staff and students as well. DIC has meant a lot to me. I will never forget DIC and I will always come back to visit them."

Report of . . . .
Manpower Development Training Class
#9038 - Stenographer
Conducted at
DETROIT INSTITUTE OF COMMERCE
1308 Broadway
Detroit, Michigan 48226
As of . . . . . .
October 15, 1969

This project began November 11, 1968 and ended on July 25, 1969. The authorization was for 25 students; however, 29 were enrolled. It was an inter-racial group. There were 2 males in this group - the first males we had had in our MDT programs. 24 completed the course.

REASONS FOR DECREASE IN ENROLLMENT

Attendance for the

First 10 weeks - - - 29
Eleventh week - - - 27
12th to 25th weeks - 26
28th to 36th weeks - 24

Reasons for the decrease in enrollment were:

1 was asked to withdraw voluntarily because of poor attendance.
1 dropped because of poor attendance.
2 dropped because allowance received was insufficient.
1 obtained employment.

CRITERIA USED FOR SELECTION

The Michigan Employment Security Commission used the following selection criteria (in addition to the disadvantaged criteria):

Age	- 18 to 50
Sex	- Male or Female
Education	- 10th Grade minimum
Skills, experience and knowledge	- Some typing experience and shorthand experience preferred

CLASSES

Classes were from 8 a.m. to 4:30 p.m. for a period of 36 weeks. Clock hours were 1440. These hours were divided into:

60 Hours	- Economic education and human relations
800 Hours	- Stenographic Skills (Shorthand, Typing, Transcription)
180 Hours	- English and vocabulary
180 Hours	- Computational Skills
160 Hours	- Clerical Procedures (including Charm and Personal Improvement)
60 Hours	- Transcribing and Duplication Machines
1440 Hours	- Total Hours of Instruction

Where it was necessary to devote more time to one area of study and less to another, this was done on an individual basis to meet the needs of the students.

BREAKDOWN OF AGES

Ages of this group ranged from 18 to 49 with an average age of 25 years.

A breakdown of ages of those who completed the course is:

AGE	NO. OF STUDENTS
18	3
19	2
20	3
21	2
22	1
23	1
24	2
25	2
27	1
28	1
29	2
30	1
31	1
37	1
41	1
49	1
	24

In this group 20 were high school graduates; one had passed the GED test; and three had additional training beyond high school.

The trainees received training allowances from bus fare to $49.00 a week. They had a total of 30 dependents.

Typing speeds at the beginning of the program ranged from 25 to 40 words per minute on one-minute timing. At the end of the program the range was 35 to 66 on five-minute timings.

When the program began, seven had previously studied shorthand. It was necessary to put them in a review class before beginning dictation.

Eighteen had no previous shorthand and started in a beginner's Stenoscript class.

One student owned his own Stenograph Machine and studied machine shorthand.

At the end of the program, shorthand speeds ranged from 80 to 120 words per minute on five-minute tests.

We were proudest of the type of transcripts these students produced. Letters were properly placed on letterhead and made a beautiful picture -- a technique emphasixed over and over in their transcription class.

Many of these students had very vague ideas of good grooming for business, and even less of what would be expected of them in a business office. The class in charm and personal improvement had its impact on most of the students and we saw great improvement by the date of completion.

JOB OPPORTUNITY SERIES

The job opportunity series to which 20 employers were brought to school to discuss with the students opportunities and requirements for employment proved of great value. By the time the students completed their program, most of them had decided on the type of business they preferred. Among the employers who participated in this series were:

1. Mr. James J. Hoey, Douglas & Lomason
2. Mrs. Nina Oldham, Ford Motor Company
3. Mr. Jack Fobaire, Wayne State University
4. Mrs. Sandra Adams, Detroit Edison Co.
5. Mr. Wm. F. Garrett, Michigan Consolidated Gas
6. Miss Betty Allen, General Motors
7. Mr. Donald Houser, Bendix Corporation
8. Mrs. Wilma La Londe, Detroit Board of Education
9. Miss Dorothy Shanahan, Chrysler Corporation
10. Miss Karen Day, Detroit Bank & Trust Co.
11. Mr. G. S. Alexander, Great Lakes Mutual Life Ins.
12. Mr. H. D. Waterman, Booker T. Washington Business Assn.
13. Mr. Frank Lewis, Jones & Laughlin Steel
14. Mrs. Patt Holcomb, Westinghouse Electric
15. Mrs. Elnora L. Smith, Home Federal Savings & Loan
16. Mr. Lloyd F. Brown, Detroit Chamber of Commerce
17. Mr. W. J. Hatcher, Graybar Electric Co.
18. Mr. R. J. Kraus, Ternstedt Division, GM
19. Mr. K. A. Snella, Detroit Diesel Engine
20. Mr. Edgar Davis, Sears Roebuck Co.

The students were also acquainted with testing procedures used in business. Wonderlic, Otis and Minnesota tests were administered.

PLACEMENT *

Placement of this group of students sums up the story of their achievement as nothing else can. We make every effort to assist the MDT students in placement. As a result, as of this date we find out of the 24 that completed the program 21 or 87 1/2% are employed. The 3 unemployed had serious problems -- poor attendance, poor attitude, lack of motivation, uncooperative. We wish we could have helped them more and that we could report 100% employment. This points up one weakness of the program -- the need for trained counselor(s). The teaching staff and the administrative staff do not have the time or the training to do an in-depth counselling job. This we hope to correct in future programs by providing more supportive services.

*See page 5 for placement record.

LESS-THAN-CLASS MEDICAL SECRETARIALS

Five students enrolled under less-than-class medical secretarial program also completed their work in July, 1969.

In addition to the subject matter included in the Stenographic program, they were given medical terminology; accounting included a medical practice set; more time on machine transcription using medical belts, medical dictation and medical typing.

Two of the five are currently employed with the Detroit Board of Education, preferring that to medical work. The remaining three are employed at Lafayette Clinic, at a private physician's office, and at New Grace Hospital.

This was, by all measurements, an excellent group. One student needed more of the counselling referred to in the Stenographic program. She is employed by the Board of Education and already has been transferred twice because she doesn't get along well with superiors. She was one of the few (if not the only one) who did not develop a good rapport with anyone while at school.

*****

When we consider that of the Stenographic group and the Medical Secretarial group, only 11 had previous clerical experience, we feel very happy over the placement record. We hope later to compile a supplement to this report showing their individual and total earnings.

We thank the State Department of Public Instruction for giving us the privilege of working with these men and women. We thank all persons at MESC for their care in making selections, for their counselling and their cooperation in every way.

Should we be chosen to offer programs in the future, we hope for even greater achievements. Our concern is not only with the development of skills, but also, developing the total person. In the latter, we want to do a great deal more.

(Mrs.) R. Louise Grooms, Director

The following is a list of the trainees and where they found employment:

1.	Brown, Brenda	- Detroit Edison Co.
2.	Ford, Nelson	- Wayne County
3.	Fox, Ann	- Huck Manufacturing Co.
4.	Gibson, Doris	- Equitable Life Ins. Co.
5.	Haslam, Marlene	- Computran
6.	Hatch, Helen	- Ford Motor Co.
7.	Hendrix, Daisy	- Board of Education
8.	Jackson, Ethel	- National Bank of Detroit
9.	Johnson, Nellie	- McNamara Skill Center
10.	Jones, Lula	- J. L. Hudson
11.	Lewis, Kathy	- Detroit Institute of Commerce
12.	McClure, Alice	- A.T. & T.
13.	Meaux, Catherine	- State of Michigan
14.	Moore, Delores	- Detroit Urban League
15.	Roseboro, Bettye	- Michigan Bell Tel. Co.
16.	Simpson, Elizabeth	- Vernor's
17.	Taylor, Edna M.	- Marketing Div., Ford Motor
18.	Timmon, Christine	- Detroit Edison
19.	Waters, Martha	- Wayne State University
20.	Watkins, Edward	- House of Beauty
21.	Wilson, Charity	- J. L. Hudson

Quotes from students on questionnaire passed out: *

Daisy Hendrix - "Being an old vet, I have improved quite a bit in many of the new ideas, letter-forms, etc. I have improved in spelling, Math, and really every subject, and I plan to return and to take IBM Machine in night school this Fall. Thanks to Mrs. Grooms, Mrs. Walden, and entire staff."

Catherine Meaux- "Before I attended DIC, I was working at Children's Hospital for 14 years. It was suggested to me to go to MESC to further my education. I took a test and passed it and was later called to start my courses here at DIC.

When I started I was typing 28 words a minute and didn't believe I would make it being much older than some students. But with the help of all the staff, I made it. I can type 58 to 60 words a minute and shorthand, 80 words."

Edna M. Taylor - "It has helped me in preparing for a better job because before I started my training here, I never once thought I would learn shorthand. My typing speed was down and until now I had never liked mathematics. This has really been a wonderful opportunity and new experience for me."

P. Dianne Dixon- "Without the training I've received at DIC and the sincere guidance of the instructors, I would not have passed the test given to me for future jobs. I personally feel that by the day of graduation I will have accomplished much more than today. Choice of clothing and sincere charm also had a great deal to

*Quotes exactly as written - not edited.

51-567 O - 71 - pt. 2 - 6

do with my training. I hope to return on a job training course."

Brenda Brown - "Before I came to this school my spelling was poor, my typing wasn't as good as it is now. I have never had shorthand before I came here. And I have never before in my life met so many nice people."

Alice McClure - "Since I had been at DIC my typing skill has doubled. I can write shorthand and I can spell better."

Doris Gibson - "When I came to DIC I had no knowledge of business whatsoever. Now I can type about 60 wpm, take shorthand about 110 wpm and I am very good on the Comptometer. It has also given me more confidence in myself."

Florence Calhoun-"When I came to DIC I didn't have the ability to do shorthand, nor did I have a high typing skill. I can now type between 50 and 55 words per minute with 4 or less errors."

Nelson Ford - "This program has enlightened me on clerical procedures which I feel is very beneficial to me. It has expanded my vocabulary and has refreshed my memory of many things that I had learned in the past. In short, it has activated my mental ability and given me skills that I did not have before."

Delores Moore- "When I came here, I only typed about 10 wpm and now, when I take the speed test, I can do 60 and I have gotten as high as 70 wpm. I had only one semester of shorthand when I was in high school and that has been about five or six years ago. Now I can take dictation very well. In fact, I have benefited from every course I have taken."

Balkis Davis - "This program has benefited me in many ways. First of all, by knowing how to deal with different people in many different ways. Second, by increasing my shorthand and typing. And finally, I learned how to deal with authority in a pleasant manner."

Christine Timmon-"This program has enabled me to be employed in the type of work that I have always wanted to do. Through the program, I feel that the skills I learned will enable me to work for the remainder of my working years."

This trainee commented verbally to Mrs. Walden about her job.

Ann Fox - "I love my job very much and I dread the weekends because I might wake up one Monday morning and not find the job there."

Report on . . . .
WIN PROJECT #8229-026
Clerk-Typist

Conducted at
DETROIT INSTITUTE OF COMMERCE
1308 Broadway
Detroit, Michigan 48226

As of . . . . .
October 15, 1969

This was our first WIN Program. It began on February 10, 1969 and ended July 31, 1969 -- a period of 24 weeks. The program was classified as Clerk-Typist for 23 of the students, and Stenographic for 2. The 2 stenographer students will not complete their program until October 17, 1969; therefore, this report will concern itself only with the Clerk-Typist group.

The contract was for 20 clerk-typist enrollees. A total of 23 (including replacements) were actually enrolled. 17 completed the course. Those who dropped did so for the following reasons:

1. Two dropped due to poor health.
2. One withdrew for personal reasons.
3. One withdrew due to insufficient allowance.
4. One obtained employment.
5. Two withdrew without stating their reasons.
6. One withdrew due to poor attendance.

This was an interesting group of mothers -- ages ranging from 20 to 57. The 57-year old great-grandmother was one of the youngest. *The average age was 31. 12 of the students were high school graduates, 4 received GED diplomas, 1 was not a high school graduate. There was a total of 32 dependents -- an average of 1.8.

These students had been away from school from 2 to 28 years; therefore it was necessary to be very patient while they again got in the habit of making time; of being in a definite place at a definite time; and of systematic study. There were many adjustments for them to make and we, too, had to make adjustments in our approach. Staff conferences were held almost daily. For example, at the time we felt that the group being in a "self-contained class" with the same instructor for most of the classes, would be best. We have concluded, however, that the exposure to more instructors is the better method. The first method, however, did give one person on the staff a very close relationship with the group.

Typing was the main skill stressed. At the onset, typing speeds ranged from 0 to 30 words a minute. Upon completion it ranged from 19 to 60. The person who typed only 19 was the 57-year old student. Even though she did not have good finger dexterity on the typewriter, she was excellent in mathematics and we allowed her to spend more time on the calculating machines.

We have tried for several weeks to get the employment status of these students. Many telephones are not in service and the mail has not been answered. Some students that we have contacted have given information on others. As far as

*Figures based on the 17 who completed the course.

we have been able to ascertain employment is as follows: (see addendum)

1. Ashmon, Christine - Civil Service
2. Beauford, Elizabeth - W.I.N.
3. Binns, Flora - Dodge Main
4. Cowans, Mae - A.A.A.
5. Fuller, Willie B. - Mt. Carmel Hospital
6. Gunn, Lillie - W.I.N.
7. McClung, Leanna - Dr. Wm. Lawson
8. Morgan, Amanda - Civil Service
9. Swinney, Bessie - Columbia School
10. Wyatt, Marcia - City of Detroit
11. Flowers, Dorothy - Civil Service
12. Garlington, Jewell (due to illness in her family, not looking for a job now.)

Some of those unemployed seem not to be interested in seeking employment for one reason or another.

We asked the staff to evaluate this our first WIN class and some of their observations were:

1. The students needed more than 24 weeks to adequately prepare them. This is because of the many personal factors that interfere with their study and regular attendance.

2. On the whole, the students were eager to learn, but needed more remedial work than time allowed us to give. This was true particularly in the area of reading and comprehension.

3. The fact that school is a 5-day, 6-hours-a-day schedule should be emphasized more.

4. Students should not attend other classes while attending evening school to prepare for GED tests.

We asked the students to evaluate the program. They were asked to state in 50 words or less how the program helped them. Here are some answers:*

"Since I have been at DIC, I have gained more confidence in myself."

"My stay at DIC is one I will always remember. Before I came I had no clerical skills to offer. Now, I feel I can handle a job with confidence. For a person who has never worked, this is a big step in life."

*Quotes exactly as written - not edited.

"The most important thing was Mrs.____talking to me and gave me more confidence in myself."

"I learned to do fractions."

"When I enrolled at DIC I was a confused person. I was 20 pounds over-weight. I really didn't care much about my personal appearance. After a week, I began to really love and enjoy coming to school. DIC has helped me in typing because when I came my typing skills were very low. My English has really improved. My parents and friends began to congratulate me on how my English had improved. Now I think about what I want to say before saying it."

"I think the WIN program should have more payroll, Comptometer."

"Although I didn't start at the beginning of the semester, I've gained more confidence in knowing the abilities I have which enables me to have the qualities to get a better job."

"I gained a better outlook in life."

"I feel that they should make sure everyone has either the GED or a high school diploma. Because so many had to drop out for this reason."

"It was a very enjoyable stay. The program at DIC was helpful to me. I learned to type and I enjoyed the machines. In all respects, I would recommend DIC to my friends."

We also asked for their suggestions for future WIN programs. Only a few answered this question. Some suggestions were:*

"Each student should have a high school education."

"Open more programs like the one at Ford's where, when you finish, you will have a job."

"A little money for clothing."

I personally feel certain that the majority of these women benefited, even if typing scores were not fantastic. Society has benefited too. As I look at the information sheets and see on one a woman - mother of 3 - ages 12 - 21 and 23 -- who has received aid of some type for 20 years,

*Quotes exactly as written - not edited.

whose previous employment was in a laundry, a restaurant, and as a domestic, and who, now, after this 24-weeks training is (at the age of 45) a typist with AAA, I am encouraged.

The staff and I thank all who made it possible for us to have the pleasure of working with this group.

R. Louise Grooms, Director

RLG/erm

MEMO from R. Louise Grooms

DATE: February 24, 1970

TO : Mr. Richard Fulton, UBSA

RE : WIN Proj. No. H5-8229-026

The amount we received for this program was

$11,720 - for Clerk-typists (20)
2,052 - for Stenographers (2)

Amounts paid directly to students not given in our records.

RLG

ADDENDUM TO WIN REPORT
Proj. No. H5-8229-026 (Clerk-Typist)
Subagreement No. 13, Wayne County

LIST OF EMPLOYMENT

	Name	Employer	Salary Weekly	Salary Annually
1.	ASHMON, Christine	Dept. of Social Welfare	$ 77.60	$4,035.20
2.	BEAUFORD, Elizabeth	WIN	102.00	5,304.00
3.	BINNS, Flora	Unable to contact by phone. No answer to mail.	--	--
4.	COWAN, Mae	AAA	87.00	4,524.00
5.	FLOWERS, Dorothy	Dept. of Social Welfare	77.60	4,035.20
6.	FULLER, Willie	Grabco Research	80.00	4,160.00
7.	GARLINGTON, Jewell	Continuing schooling	--	--
8.	GRAHAM, Wilma	Motor City Coop Credit Union	80.00	4,160.00
9.	GUNN, Lillie	WIN	102.00	5,304.00
10.	HART, Lawanda	Continuing schooling	--	--
11.	JOHNSON, Connie	Unable to contact by phone. No answer to mail.	--	--
12.	McCLUNG, Leanna	Dr. Wm. Lawson	70.00	3,640.00
13.	MORGAN, Amanda	Dept. of Social Welfare	77.60	4,035.20
14.	PHILLIPS, Barbara	Unable to contact by phone. No answer to mail.	--	--
15.	SWINNEY, Bessie	Detroit Board of Education	100.00	5,200.00
16.	WOODS, Johnetta	Jones & Laughlin Steel	115.34	6,000.00
17.	WYATT, Marcia	Public Service Employment	92.00	5,152.00
	STENOS - Proj. H5-8229-026 Subagreement No. 11.			
18.	DAVIS, Bertha	Minnesota Mining & Mfg.	111.00	5,772.00
19.	ELLINGTON, Effie	Anaconda Brass Co.	112.50	5,850.00
			$1,284.64	$67,171.60

RLG/erm
Feb. 20, 1970

Mr. FULTON. There is a rather complete discussion on the college work study program involving Mr. Sullivan, representatives of the Office of Education, the Urban Corps, which, again, would be helpful.

I would offer that for the record.

(The information subsequently supplied follows:)

COLLEGE WORK-STUDY REVIEW

Courtesy of United Business Schools Association

One of the many interesting and informative panel discussions featured at the 1969 UBSA Annual Convention dealt with student financial aid, and particularly with developments in the College Work-Study program.

All persons involved in the private business school field would have certainly found the comments of this panel both interesting and timely. Because of this, an edited transcript of that discussion is printed below.

Participating on the panel were: Norman B. Brooks, chief of program development of the Work-Study Branch, USOE; T. A. Guiton, Jr., executive director of Educational Programs, Inc.; A. R. Sullivan of Sullivan Business College, Louisville, Kentucky; Cortez W. Peters, Jr. of the Cortez W. Peters Business College, Washington, D. C.; and Michael Goldstein, Urban Corps National Development Office in New York City. Mr. Sullivan was Chairman of the panel.

MR. SULLIVAN: Our panel discussion this morning is going to be on the Student Financial Aid area with particular reference to the College Work-Study program. As most of you know, this past year was the first year that proprietary schools could participate in CWS. Many of you entered this program for the first time last year and had, I understand, anywhere from no success to great success with it. A number of you have applied for CWS funds for this coming fiscal year (your application had to be in Friday, October 24, so it is too late to apply for this year if you haven't), but some of you entering it for the first time will probably have some questions you would like to have answered.

We have a panel here this morning which I believe is going to cover the spectrum of CWS programs. We have with us Norman Brooks who is the chief of program development of the Work-Study Branch of USOE. We have Cortez Peters, Jr., who ran a summer pre-entry program for students to work full time during the summer prior to entering school. We have Mike Goldstein from the Urban Corps National Office, whose organization works with cities and colleges in setting up Work-Study programs between the two, and we have "Tag" Guiton, executive director of Educational Programs, Inc., who also has a program which can work with you and through you to administer your Work-Study program. First of all, I am going to introduce to you Mr. Norman Brooks who has been employed with the College Work-Study program since it was started in 1965. He is primarily responsible in helping to get new types of programs started on the right foot and also to draft regulations supervising the writing of the College Work-Study manual. Norman is going to give you an overview of the Work-Study program and briefly tell you how it works and something about it. I will turn the rostrum over to Mr. Brooks.

MR. BROOKS: I don't have a prepared text. My charge simply is to talk about the ABC's of the program. If any of you have specific questions that I don't touch on, you will have an opportunity to raise the questions later. I want to make a brief presentation to try to touch upon the most important points of the program.

Work-Study Through USOE

The Work-Study program is a program of grants to colleges and other eligible institutions such as proprietary colleges, vocational schools, etc. The school makes an application for the Work-Study funds that it needs . . . I hope all of you have already made your applications for next year. The deadline was October 24. On the basis of this application considering state funds, state allotment formulas, etc., the Office of Education makes a grant that goes directly to the institution and the institution is the responsible local administrator of that grant. You select the students who are going to be employed, you determine the job they are going to have, you place them either off campuses or on campuses. Since you are proprietaries, you don't place them on campus, you can only place them off-campus in public or private non-profit organizations. You determine their wage rates, and you are really the administrators of this program as far as the students are concerned. We do have a manual that will hopefully provide you with all the guidance you will need in administering the program. The Federal share of what the student earns is 80 percent, the other 20 percent will normally come from your employing organization. There is a 3 percent administrative expense allowance that would normally stay with the college. This 3 percent is 3 percent of everything the student earns. In other words, it is 3 percent of the 100 percent of his earnings. This will come out of your Work-Study grant. There is no separate allotment for administrative expense money. I think, really, I have hit all the high spots.

MR. SULLIVAN: Thank you, Mr. Brooks. Again, Mr. Brooks is our technical expert and I am sure that if you have some questions concerning the inner workings of CWS, he would be glad to answer them. We will have a 20-minute Q&A period at the end of this session.

I didn't introduce myself. I'm Al Sullivan from Sullivan Business College in Louisville, Kentucky. I was asked to speak this morning because we participated in CWS for the first time last year. I am going to tell you all the problems that a novice had in his first year of operation. We operated a co-current Work-Study program which means that we are employing students in the program or are providing positions for them after school, while they are attending school. I want to emphasize that last year was our first year to participate in the CWS program. Our proprietary schools, as you know, only became eligible last fall. There are a number of the non-profit schools here that may have participated before. Our experience has been limited to the last 11 months.

Emphasizing that we are novices in dealing with Federal programs, we did a lot of ignorant things as well as some right things. We believe that the CWS program can be a tremendous help to your individual school and it can help students who could not afford to attend your school without help of this type. So I mention a few of the steps that can save you some problems in administering your CWS program in the first year. Number one: I suggest that you get together with an experienced financial aid officer from a 4-year college or university in your area. We found that these people are most willing to answer your questions and to tell you of their experiences. This is better, I believe, than reading the manual, because they can tell you some short cuts to take. Number two: study the

CWS manual which you will receive from HEW as though it were a Bible. We followed the old adage in dealing with government agencies, "When in doubt read it three times and then check it again." Most of the answers are there. Number three: you should appoint one person at your school to be responsible for the program. Don't have two or three people taking a little bit of the action.

Problems Faced

Another problem that faces a school entering CWS for the first time is that you don't know how far to go in recruiting disadvantaged students because, in our case, even though we knew how much we had asked for, we didn't know how much funding would be available until May 7 of this past year. So even if we had recruited a certain number of students based on what we had asked for, we really didn't know what to tell these people. By the way, if you don't know, you won't get as much as you requested. So I guess you follow another government adage, "You ask for more than you need and hope they cut you back to what you want." I am sure some of the other members here could tell you a little more about this, but you are given money based on a formula for your state. We just applied for funds for the next fiscal year, and we think we know approximately what to expect.

We were very conservative our first year as I am sure many of you were. We didn't know what we were getting into so we didn't ask for as much money as we could use and we didn't get as much. Last year in Kentucky we received 82 percent of what we asked for. I don't know if this is a standard figure or not.

When you try to find after-school jobs for your people, I suggest the following: First of all, marry the phone book because it's going to take a lot of calls. Sell the program to the prospective employer. He'll be skeptical in most cases at first. He won't believe he can get somebody that is good for that little money. Try to locate jobs that students can get to quickly without having transportation costs. You may also have problems if your classes last until 2:30 or later in finding a non-profit agency that stays open until 9 o'clock or on Saturdays in order for your people to get in 15 hours of work. We found that most of these places close at 5 o'clock.

Remember that proprietary schools can't use CWS students at their schools. They have to contract with non-profit agencies. We found that the best source for these jobs were United Appeal Agencies and Federal government agencies who are more familiar with the project. Organizations such as hospitals, the Salvation Army, a settlement house, a neighborhood health center, a community center, the Urban League, juvenile court, Social Security office, Visiting Nurses Association, public theatres, and free public libraries, are some of the agencies that can use your people. I heard some people say that they couldn't find people to put underneath this program. That's why they didn't get into it. They just couldn't find students that needed it. I think that's wrong. I think if you look you will find poor people . . . people that can use the money to go to school. By the way, in our case at Sullivan, we gave most of our students full help, rather than doling out a few hundred dollars to each student. We followed the HEW suggestion that it is better to help fewer people completely and take care of their entire needs than to help a lot of people a little bit where they have to look elsewhere for other funds.

Helpful Suggestions

From an administrative and record keeping standpoint a few suggestions: Number one, appoint one person to keep the records and write the pay checks. I suggest one of your accounting teachers or your college accountant, remembering that you have 3 percent to pay an additional salary to them for their additional time. Second, keep good and complete records. I understand that we will be audited sometime within a few years and I understand that they are pretty tough on you if you don't follow the rules. Third, the accountant in your program keeping the records must check on which employers haven't forwarded their part of the pay. We have a lot of problems so far in getting the agencies we deal with to send in their contributions on time. You also have to check on how much your student has earned so that he doesn't go over the allotment that you have set for him.

From the standpoint of the school running the co-current program, I would like to say that we have been very pleased with CWS. We have asked for twice as much money this year as we asked for last year and we believe we have a need. We believe this program is helping students who could not attend our schools without this type of help.

Next on the program we have Cortez Peters who is president of the Cortez Peters Business School here in Washington. He is also running a co-current program but this summer ran a program for students prior to entry. I have asked Cortez to speak to you this morning on his experiences with his summer program.

MR. PETERS: Thank you very much, Mr. Sullivan. I have been asked to restrict myself to just one aspect of the College Work-Study program. At our college we have many students who fall into the category known as the low-income-preference group. These are the students that need maximum aid immediately, and that is why we have what we consider a pre-semester College Work-Study program. Our students who register for the fall are able to work during the summer, accumulating enough funds and resources for their education. We started this program in July when we received our grant. We did not have any previous experience, so we decided to relieve ourselves of a great deal of paper work and enlisted the services of the College Scholarship Service in Princeton, New Jersey. They had assured us that in four weeks time we would receive from them certification of the eligibility and the need of each particular student. So we got all our freshman students to transmit this information to the College Scholarship Service, expecting that by the first of July we would have a report as to whether or not the student was eligible. To make a long story short, July passed, and on the first of September we received just a handful of eligibility forms. This meant that many of our students were unable to get any aid at all during the summer. I know I don't have to tell you that in the future I will not rely on this service in Princeton again. We will make our own independent judgement. So for those of you who are so inclined, I would suggest that you communicate with Princeton many months in advance and not have the same tragic experience that he had here in Washington.

Work-Study Experiences

There is another fact or two that I want to call to your attention, and that is the job situation. As Mr. Sullivan has pointed out, you must have jobs for these students, and you can just imagine the tremendous task of contacting agency after agency, working through a maze of bureaucrats here in Washington to get someone who has the authority to say, "Yes, we will hire 'X-number' of students." Fortunately for us, we were introduced to EPI, Educational Programs, Incorporated, a group that operates out of Berea, Kentucky. They will

place or assist us in placing our students in jobs not only here in Washington, D. C., but all over the country. At our college we have a somewhat unique situation and I imagine some of you have the same experience. Our students are not indigenous to the Washington area, but come from all over the country; in fact, from all over the world. You can imagine if you have a needy student in Florida, or Georgia, or Tennessee and you are here in Washington, D. C., it is virtually impossible for you to contact all those agencies which might have jobs for your students. But Educational Programs, Inc. has connections all over the country. They can place these students in their home community, which means that the student can save most of his earnings for his education. During the summer, for instance, students are permitted to work full-time, and that is 40 hours per week, so the summer is the most propitious time for these students to participate in the CWS program because they can accumulate $1,000 over a 3-month period. This means that when you see them in September, they have their tuition money in hand. I wanted to pass that on to you because that was one of the things that had me quite concerned at the beginning of the program.

What happened to us this summer was indeed tragic as I indicated to you. We had many students who were unable to work this summer and as a consequence they didn't have any financial resources to come to our college at all, which meant that half of our freshman class had to stay home because we were unable to certify them, as we were unable to get them jobs. I received quite a few letters from these students wanting to know what we could do to help them, whether they could work during the fall and come in February. So I communicated with Dr. Whittier of the College Work-Study program in Charlottesville, Virginia, and he told me just a few days ago that it is permissible for a student to work prior to a regular semester, accumulate the funds, then come the subsequent semester. We are now sending out letters to all the freshman students who were unable to come in September, advising them that we can get them jobs now with the assistance of EPI so they can earn between $500 and $750 and be able to start their business education with us in February.

I know many of you are as greatly concerned with inner-city problems as I am. I suggest you use the CWS as your vehicle for alleviating some of the social problems plaguing our cities. You can select many of these unfortunate individuals, exposing them to the educational values that can transform them into productive citizens of this country. We are deeply concerned at our college about this problem and are conducting a major motivational program to reach tens of thousands of these students every year and, in our small way, we hope that by fully utilizing the Federal programs to improve the economic plight of the impecunious we can contribute to the further development and stability of our great country. Thank you.

MR. SULLIVAN: Thank you, Mr. Peters. Our next panelist is Michael Goldstein. Mr. Goldstein is director of the Urban Corps National office in Washington, D. C. He has been in this capacity since 1968. From 1966 to 1968 he was director of the New York City Urban Corps and was also special assistant to the deputy mayor for city administration of New York City. Prior to that he was a lecturer and a reporter and holds a degree as an attorney and an AB from Cornell. I was not familiar with Mr. Goldstein's program when I arrived here and I spent all day yesterday trying to find him. It just so happened he was in Los Angeles yesterday morning. We finally reached each other at midnight last night, and since then I have learned a little more about Urban Corps. I am going to let Mr. Goldstein talk to you about this different approach to administration of your CWS funds for next year.

MR. GOLDSTEIN: Thank you, Al. Propietary institutions are in the unique position of having to go to off-campus agencies, private agencies, and private non-profit organizations to utilize the financial assistance available under the College Work-Study program. In a way I think that is a very great advantage. It gives you and your students an opportunity to become involved in some very important things that are happening. It gives your students an opportunity to gain experience in urban affairs and urban problems, which otherwise they certainly might not get until they graduate, and, in all likelihood, they may never get throughout their lives.

The Urban Corps is basically a program to bring together talented, motivated young people with jobs in urban government that relate to their specific interests. The Urban Corps is designed to serve several purposes. First of all, as I said, it provides the student with an experience that relates to his academic training—to his vocational interest. It provides a valuable service to the city and, as Cortez mentioned, there is a great deal that needs to be done in our urban centers and your young people can be a very important force in this. It also serves as a very effective recruitment device to interest young people in careers in public service and give them a little bit of an edge in terms of recruitment —in terms of being able to get into the public service perhaps at a higher level, perhaps with a better line on where the good positions are.

Work-Study and the Urban Corps

The Urban Corps is designed to bring together your institutions and local city government. There are now across the country about 17 cities that have operating Urban Corps and we expect by this coming summer that there will be somewhere between 60 and 100 cities which will have local Urban Corps programs. Basically, what Urban Corps does for you is to provide a single focus in the city for you to find on campus meaningful jobs for your students. In other words, not just jobs where the student earns his $2 an hour emptying wastebaskets or whatever, but a job in which the student can gain something.

If the student is a Business Administration major he can possibly be working in the City's Finance Department or working in the Purchasing Department, doing something that relates to what he is studying. The student may work in a Community Development Program, helping local businessmen set up operations. The Urban Corps provides you with one place where you can go and say, "We have 'X-number' of students who would like to participate in a program in your city." Then you send the application of the student into that city.

You Can Become Involved

Now, you have already determined that these students are eligible for College Work-Study. That's something you cannot delegate. You have to make that decision yourself. Once you have made that decision, you send the student's application in to the Urban Corps Director at that city, and as I say, there are now cities across the country from Boston to Los Angeles ranging from cities the size of Dayton, Memphis, and smaller cities all the way up to New York, Los Angeles, Atlanta — and they place the student in a position that most closely meets his needs, taking into account the kind of thing he is interested in doing, the kind of thing he is qualified to do,

transportation, and so forth. They take care of the logistics of the program. They pay the student. They take care of taxation, workmen's compensation, and things like this; things that can provide a tremendous amount of headaches to you. You just provide the flat 80 percent of your Work-Study grant. The Urban Corps is responsibe for putting together the remaining 20 percent for handling the overhead of the program, for seeing to it that the student is paid, and for maintaining the records that you require for your Federal audit.

In fact, the Office of Education is now considering a new set of rules which would allow a local Urban Corps and other types of broad-based programs to take over a portion of the reporting function that you are now required to make—things such as exactly where the student is working, the type of agency and so forth. So you have access to a very broad range and large number of positions. For example, this past summer, the Atlanta Urban Corps had over 400 students taking part in their program. New York City Urban Corps had over 3,000. This provides you with an enormous input of positions. I know from my experience in working with cities throughout the nation that they desperately need students with training and interest in business skills.

I think it's false to assume that the only thing our cities need now are poverty workers. They desperately need students who are training to go into the technical services to actually keep our cities going, and they are very eager to provide these students with positions in which the student will get a valuable experience as well as the city's getting a valuable service.

The Urban Corps National Development Office was established under a grant from the Ford Foundation to work with cities and institutions of higher education throughout the nation in setting up local Urban Corps programs. We are now working with cities and colleges throughout the nation in encouraging them and assisting them to establish this kind of program. Let me point out that we are foundation supported. Our services do not cost you or the city anything. Our purpose is to serve as a catalyst —in fact, in about another 18 months we self-destruct. Hopefully, we will have served our purpose by then.

Let me leave further discussion of Urban Corps programs to the question period. I have brought along some material on the Urban Corps and on Urban Corps programs, and you are cordially invited after the session to come and take some of this material. Thank you.

MR. SULLIVAN: Thank you, Mike. Our last panelist in this session is T. A. Guiton who is Executive Director of Educational Programs, Inc., also a Kentuckian, although I hadn't met him until we came here. "Tag" has a varied background in working with College Work-Study and Educational Programs, Inc., and he created a program called PACE, Plan Assuring College Education, with which he was associated in North Carolina. He is now involved with a program called STEP, which is Success Through Educational Programs. This is another means for you to operate your College Work-Study program without your having to do the paper work, or cope with all the other problems that are involved. So, I'll turn the rostrum over to "Tag" Guiton.

MR. GUITON: Thank you, Al. In order to understand exactly what STEP and Educational Programs does, let me just review, if I may, some of the things that Norm covered so that you can see where we fit.

Under the provisions of the College Work-Study program, you have a grant or may be eligible for a grant of 80 percent of the money necessary to employ needy students. You are given 3 percent additional money for meeting administrative costs. Most of you, being proprietary, must place all of your students off-campus. There are two possible approaches to this thing. One is on a 40-hour per week basis any time that the student is not participating in class, and the other is up to a 15-hour week anytime the student is in class.

A student is eligible if he meets two basic criteria. One is, he must be admitted to the school. I said admitted, not matriculated. Cortez Peters pointed out a moment ago that some of the students who are admitted for attendance in the next semester may participate in Work-Study off-campus this semester. Special rulings must be made for cases such as this. This also means that in the summer many of your young people who meet the criteria, who have been accepted to start in the fall, can work 40 hours a week.

The STEP Approach

Now, what we attempt to do is to go to that student where he lives, in the high school situation, tell him about the various kinds of aids that are available to him, how he can apply for them, and particularly how we can place him in his own home community that summer (so he doesn't have to pay board and room when he moves into town). He can work and stay at home. This does a couple of things from your standpoint. It enables him to save more money to apply to his school expenses; it enables him to become a missionary and a recruiter on your behalf in the community; it enables you to have some public relations benefit in that community. Frankly, I am concerned about this last one —it enables you and that student to have some influence with regard to the general public and their support of higher education and post-secondary school education of all types. I think this is important.

Here is what we do. We recruit, not just for you, but we recruit students who want to go to all kinds of post-secondary schools. Frankly, I would be dishonest if I didn't tell you that I am not here so much to help you, as I am to help the student. In fact, I make this absolutely clear with students and with schools with which I have contracts. If ever at any time, the position of the student and the position of the school are different, if the student's position can be defended, that's where I am going to stand. I go into the schools and tell the student about opportunities that are available. I want him to go to whatever school meets his need. Proprietary, university, college, junior college—whatever he thinks meets his particular educational needs. The second thing we do is place your eligible students wherever you wish.

Now, at the present time, our principal areas of operation are Kentucky, Virginia, West Virginia, District of Columbia, Maryland, and Delaware. We have pilot projects in Southern Ohio, Northeastern South Carolina and we are doing some placement during the school year in North Carolina, so that we don't compete with the PACE program that we set up there. In addition, we will try to place a youngster anywhere he lives, if he going to one of the schools that participate in our program. Most of the time he doesn't live in these areas, and we have resorted to telephones. Otherwise we usually have made personal contact with people in that community that can use these students.

The third thing we do is to accept the responsibility of collecting the matching money. You never have to worry about it. If somebody defaults on the matching money, "that ain't no skin off your nose," as they say in the mountains, that's our concern—we lose it. We collect the money that's necessary to match the 80 percent,

and the money that's necessary to pay for the employers' share of social security. We collect the money and purchase in your name and ours Workmen's Compensation Insurance, and we collect the money from the local agency to keep us in business. There is no cost to you for our services.

More Services for You

The fourth thing that we do is collate for you the report that you must have to pay the student. We collect the time report, making a list of all of your students and how many hours they have worked so that you know how to pay them, and in addition, there are some fringe services that we offer under special arrangements. We will provide consultative services at expenses to us. If you want help in drawing up a proposal, if you want help in setting up your books, if you want help in setting up your certification procedure, or the design of your forms so that you know who is eligible, we will, on a consultation basis, help you do this. We have been in financial aid, we know how these are supposed to be done in such a fashion as to meet Federal guidelines.

In fact, if you want us to (we would prefer not to, but rather than have you not participate in the College Work-Study program, and thereby deny opportunity to the young people who might be certified), we will provide additional services for part of your 3 percent. For one percent we will compute your payroll, your tax, furnish your print-out, tell you exactly how much has to be withheld, and provide you the forms that must be submitted for tax purposes. For 2 percent we will write your checks based on what we have already done for the 1 percent and mail them to the student if he is not on your campus. We provide you with either of two systems: either you furnish us the checks that you want written, or you can send us 80 percent. We can write it on your bank or ours, whichever method you prefer.

For 3 percent plus $1.00 we will furnish a staff member to you on your campus, to be listed in your catalogue as your Financial Aid Director, and be employed by you for $1.00 a year. He will be your Financial Aid Officer and accept responsibility for the total operation of your College Work-Study program. This is what we are attempting to set up in the area we are serving now, and as quickly as we get financial resources to expand the services to other geographical areas, we will be doing so. This is what Success Through Educational Programs and Educational Programs, Inc., the parent organization for STEP, is all about.

We will be glad to answer questions, individually about special situations, about consultative services to you, about your total financial aid program or anything that you feel we might be able to help you with so that you can help poor students where you live. Thank you.

MR. SULLIVAN: This gives you the complete spectrum of how you can go about this. I'll recap it briefly. Number one, you can go it on your own—you can appoint your own Financial Aid Officer, you can pore through the manual, you can ask for advice from Financial Aid Officers at colleges around you, and you can run your own program. Number two, you can work with an organization such as the Urban Corps, which will help you operate your program and channel your people who are eligible for CWS to positions relative to their career goals in governmental agencies. You can work with Mr. Guiton's organization and he will come in and almost do the whole spectrum for you.

Questions and Answers

We will now have a few of the questions that are addressed to some of the panel members. This first one is to Mr. Peters—*"How do you insure that those who work full-time prior to entry into college actually do enter and actually use the earnings for college rather than a car or some other purpose?"*

MR. PETERS: Technically, there is no way to guarantee absolutely that the student will come. However, the policy that we have established is that the government requires that the student must demonstrate intent. So we require the student to make a deposit each month as he gets paid. Now, in the event the student decides not to come, of course, you have to refund the money. But I imagine if a student is sufficiently motivated and works and makes those deposits, it is more than likely that he will pass up the car in order to get the education.

MR. SULLIVAN: "Tag" Guiton says he has some statistical experience.

MR. GUITON: In the North Carolina program, where we had up to 2000 students, we found that the attrition rate of students who participated in these full-time programs in the summer and were supposed to go on to college was less than 3 percent. We feel that this is not a problem, as these 3 percent usually went to other institutions. Some of the students you may lose, others you may gain from some other institution that has been paying them all summer. We feel that it will almost even itself out. These 3 percent, we discovered, were young people that probably should not have gone on to college because they had incurred some kind of family problem or something of this nature between the time they started in the program and when they would have gone to college. So we don't feel that it's a significant problem statistically.

MR. SULLIVAN: Related to this, we have several people who have asked the same question, *"What happens to the student who earns this money and then does not enter your school?"* I will ask Mr. Brooks to tell what the school's liability would be for this money.

MR. BROOKS: If you have taken all the steps that you should have taken to give yourself assurance that that student really intends to come to your college and he doesn't show up, you have acted in good faith, there is no liability. He earned the money. It's his money.

MR. SULLIVAN: Mr. Guiton was asked how his organization gets paid. In other words if it's 80 and 20 as it is supposed to be, if you are supposed to provide 80 percent and the agency with which you contract pays 20 percent, how does he make any money? And I assure you although he is a non-profit organization he has bills to pay, so can you answer that?

MR. GUITON: Frankly, this may sound terribly unbelievable to you, but we are not being paid. The last salary that my staff received was in mid-April. This program is designed to collect from the agency enough additional money to furnish administrative costs. To do this you must have a certain amount of volume. In the territory in which I am working it is difficult to build volume in any kind of program initially, and we have lost money.

We have had a $15,000 grant from the Carnegie Foundation, but when you start to buy office equipment, you know how far $15,000 goes and so you know why we haven't been paid since April. We are out looking for foundation money right now. If you know where we can get any, let me know because my wife's getting a little perturbed. We have been financing most of this out of our own pockets, and I think this lends credence to what I said about our being concerned about young people.

I am brutally frank, and I don't care whether you make money off of

these young people or not. I prefer that you did because this means that you will be happy and continue to offer opportunity to the young people. I am after providing educational opportunity to kids that otherwise would be unable to go to college. I am a bit of a crusader and this comes high. So that we are not being paid is the answer to the question. We hope that this won't continue indefinitely, in fact, it can't, but we don't charge you anything.

MR. SULLIVAN: I want to mention that it still is not costing you, the school, anything. But instead of charging the employer with which you would have been contracting 20 cents on the dollar, Mr. Guiton's group charges him 33 cents on the dollar, therefore it costs a total of 113 cents, or 113 percent to administer the program. You are providing 80 from your funds, then Mr. Guiton's group would be taking the additional 13, but I am still sure that most firms would be glad to have people for 33 cents on the dollar. Mr. Goldstein had a remark he would like to make also.

MR. GOLDSTEIN: Apropos of this let me just point out how the local Urban Corps is operated with regard to administrative expenses. Each city that has set up an Urban Corps has, in effect, agreed that bringing these students in is valuable enough that the city will absorb whatever overhead costs go into the program. This includes putting together a payroll, Workmen's Compensation, Social Security, and so forth. In many cases, when students are employed by a municipal agency, they are not required to pay social security, and in most cases municipalities are self-insurers for the purpose of Workmen's Compensation. So again the cost to you in being involved in an Urban Corp is the flat 80 percent. In some cases when individual agencies are charged by the city for the operation of the program there is generally a slight override of 2 to 5 percent to cover the administrative cost of the program. But in no case in participating in a local Urban Corps is the cost to the college in excess of the flat 80 percent.

Let me clarify one point. We don't operate Urban Corps. Urban Corps is operated by the local governmental entity that's involved. It may be the city of Atlanta, it may be the Los Angeles metropolitan region, but it is operated locally to meet specific local needs. The purpose of our office is simply to encourage and assist cities and colleges in setting up this kind of program.

MR. GUITON: May I throw up one flag of caution. There is a particularly sticky problem with regard to Workmen's Compensation in off-campus Work-Study. Now, the Urban Corps gets around this by the fact that the city both pays and supervises students who work. They get 80 percent from the colleges and it is paid through the city. In all other instances in which the college makes the payment, you have a legal problem with regard to Workmen's Compensation Insurance that can be "quite hairy," as the kids say.

There are two definitions of an employer/employee relationship. One of these definitions says that the employer is that person that hires, fires and pays. That would be you, because you decide who works in the program, the length of time that that student works, and you write the check. But the other definition says that the employer is that person or persons that determines the manner in which the work is to be performed, which is the agency in which the student is working. This is the reason why in our program we must get a separate policy that names all the students that work through this arrangement regardless of which is finally determined to be the employer. Otherwise you will have the insurance company that represents the school, and the insurance company that represents the agency in which they work both refusing and saying the other one is responsible and you have litigation as a result. We get around this by joint policy.

MR. SULLIVAN: There is a question about the student that you put under your Work-Study program, Mr. Brooks, who works all summer on your money and then goes to school someplace else. What happens to your money in this case? Do you lose it or is there an allocation?

MR. BROOKS: Well, this relates to a question that you asked before. It's not your money. It's never your money. We reimburse you for 80 percent of what that student earns. It's his money. So, if, as I said earlier, you have gone through all the procedures of really giving yourself satisfaction that this student is going to be coming to your college and he doesn't come to your college—he goes somewhere else, or he drops out or whatever, it was his money, it is his money, and you must pay it to him. If you have withheld it for some reason, if he has made goodwill deposits to you, or if you have marched him across the hall and he's made payments to your treasurer, he is entitled to every cent of that back. The only thing we want to know is that you have acted in good faith.

MR. CARL STEPHENS: I'm from Central Business College in Denver. I too am new, as all of us would be in the Work-Study program and I would just like to impart a bit of information that was not touched on.

In all regions, you have regional USOE offices. Also, I think you would find local financial aid officers groups and I would suggest that you use these people because they will really give you all the help in the world.

MR. SULLIVAN: Most of the states are having, by the way, financial aid officers' meetings. Your regional officers have been having seminars and all you need do is check with your regional office and they could tell you when their next seminar will be held in which they sit down and spell out what you have to do to get involved.

MR. STEPHENS: In fact, there are state associations of financial aid officers in almost every state. I would strongly recommend that whomever you designate as your financial aid officer join that association. This is the best vehicle through which you can get the latest information with regard to latest trends on the financial aid scene.

MR. SULLIVAN: Thank you, Carl. By way of thanking these gentlemen for participating with us on this panel, the United Business Schools Association has a little plaque of appreciation. I would like to present it to each of these gentlemen. Mr. Brooks, glad to have you with us. Mr. Peters, Mr. Goldstein, and Mr. Guiton. I think we should give these gentlemen a round of applause for their assistance.

For more information

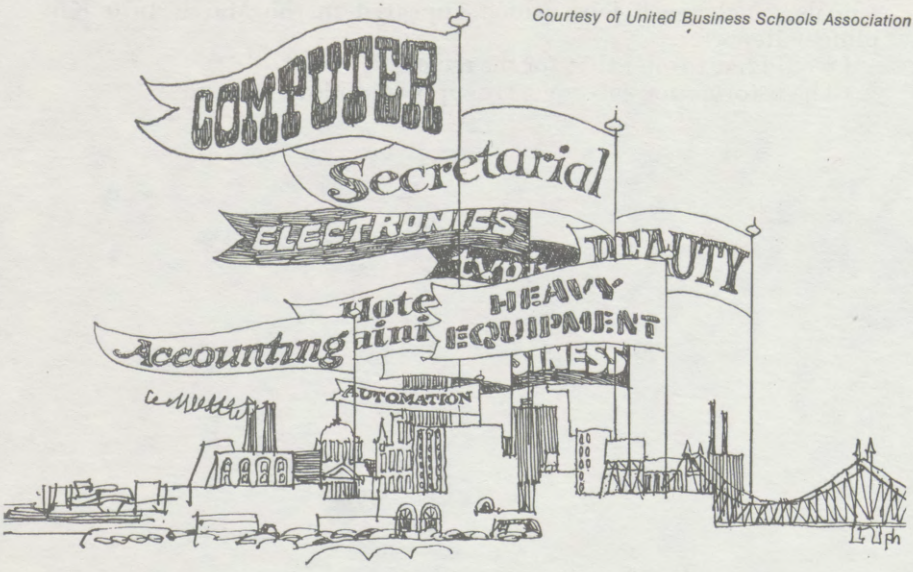
For information on careers and on business schools, please write to the ...

United Business Schools Association
1730 M Street, N.W.
Washington, D. C. 20036

Mr. FULTON. There is a very recent article about our type of schools, schools which teach jobs, which appeared in the March 1970 Kiplinger Report.

I would like to offer that for the record.

(The information subsequently supplied follows:)



Courtesy of United Business Schools Association

Schools that teach jobs

Are they worth what they charge? How do you tell?

"We have promoted the idea that the only good education is an education capped by four years of college. This idea, transmitted by our values, our aspirations and our silent support, is snobbish, undemocratic and a revelation of why schools fail so many students."

From the first annual report of the National Advisory Council on Vocational Education.

"By 1975, the U.S. will need 125,000 new draftsmen, 50% more than it has now; 375,000 new engineering technicians, a 67% increase; 50,000 new medical laboratory assistants, a 200% increase; one million new secretaries, stenographers and typists, a 34% increase."

From a January 1968 publication of the U.S. Office of Education.

Surely, there are boom times ahead for the skilled. And many such workers will come, as they have for years, from the privately owned, profit-making vocational schools that are found all over the country.

Graduating from one of these schools won't guarantee you a lucrative job. But, besides giving you a valuable skill, it can boost your self-confidence and motivation—neither of which may have been very strong when all you were being exposed to in school was traditional book learning.

There are well over 7,000 privately owned and operated vocational schools offering courses in TV repair, hotel management, typing, lab technology, cosmetology, auto mechanics, computer programing, photography, bookkeeping and dozens of other occupations. Finding a reliable vocational school to suit you is no easy matter, for in facilities, teaching and reputation, they range all the way from superior to poor.

What students say

OFFICIALS of proprietary vocational schools often refer to their operations as "gap fillers"—educational programs that aren't being offered by anyone else. This isn't always literally true because sometimes similar courses are given by public vocational schools. Still, many students

Reprinted by CHANGING TIMES. The Kiplinger Magazine, 1729 H St., N.W., Washington, D.C. 20006
COPYRIGHT© 1970 THE KIPLINGER WASHINGTON EDITORS, INC.

prefer the private ones, and here are some of the reasons why.

Most courses are short, with many taking only six to nine months. Admission requirements are flexible. Many schools do not require a high school diploma, although some do require aptitude, achievement or high school equivalency tests. Private vocational schools operate year round, without long vacations that delay completion of the courses. Students often can enroll and start classes all within a few weeks' time. The studies are "practical" and directly related to what the students will be doing on the job.

The two things that appeal most to students, according to a Stanford Research Institute study, are the content of the courses and the accelerated pace. As one student puts it: "Here I don't have to bother with English composition, physical education, history or science; I spend all of my time on business courses, and after all, that's what I need to learn to get a job."

Other students embroidered the same theme —that nonvocational subject requirements in public schools only drag out the time and don't help develop their skills. They also stressed placement services provided by private schools.

The Stanford researchers found that cost wasn't a big factor with students. They expect to pay. "There is an indication," the report said, "that prospective students equate course quality with cost. For example, one school proprietor stated that she had offered 'cut-rate' specials on enrollments from time to time but had little response; however, when she raised the basic tuition charge, the enrollments increased."

People in the vocational-school field believe that high school guidance counselors don't pay enough attention to vocational training. Instead, many of the vocational people say, counselors stress college to the virtual exclusion of everything else. Some educators agree but say that the situation is changing for the better. One who has been working hard for improvement is Dr. Kenneth B. Hoyt, past president of the American Personnel and Guidance Association and director of the Specialty Oriented Student (SOS) research program at the University of Maryland.

Under this program, students and former students of participating vocational schools are asked basic questions about their schools, the same questions that prospective students might ask of guidance counselors. The questions cover such things as what kinds of students enroll, costs, availability of part-time jobs, study requirements, equipment, instructors, quality of the training program and job opportunities for graduates. The same questions are put to students in some public vocational programs.

The final reports tell it all, the good and the bad, from the students' view. These are sent to some 2,500 high schools across the country, where students can examine them and find out what they might expect at specific vocational schools.

Obviously, there are holes in this approach. Only top schools, sure of their offerings, participate in the program. (A couple of brave but weak schools did allow the research program in a while back, but the reports were so unfavorable that the schools closed their doors shortly thereafter.) As a result, only a couple of hundred vocational schools are covered so far by the program. Further, individual schools may have changed for better or for worse by the time a prospective student reads a report.

If you are thinking of entering a vocational program after high school, ask whether your counselor has access to the SOS reports.

For more information

You can get booklets listing accredited schools in the business, trade and technical fields by writing directly to the following:

The Accrediting Commission for Business Schools, Suite 401, 1730 M St., N.W., Washington, D.C. 20036.

National Association of Trade and Technical Schools, 2021 L St., N.W., Washington, D.C. 20036.

For a booklet listing the other accrediting agencies recognized by the Commissioner of Education, write to the Bureau of Higher Education, Department of Health, Education and Welfare, Washington, D.C. 20202.

How the schools operate

WHATEVER kind of course you take at a proprietary school, chances are you'll get directly down to business, maybe using the machinery of the trade on the first day. At one school for heavy-equipment operators, for instance, a new man will find himself in the driver's seat of a large machine moving earth before the sun is

Reprinted by CHANGING TIMES The Kiplinger Magazine

51-567 O - 71 - pt. 2 - 7

If you need financial help

Many students work part-time to earn money for tuition, books and expenses yet find that they still don't have enough to cover everything and must borrow. Some can qualify under the Guaranteed Student Loan Program, which lends a maximum of $1,500 for each academic year and a total of not more than $7,500 outstanding.

Loans under this program can be made by banks, savings and loan institutions, credit unions, pension funds, insurance companies and some schools. But loans are made at the discretion of the lender—which means that obtaining one may be difficult, especially since there's more profit for most lenders in other uses of their money. Individual schools can give details on whether they and you are eligible under this program.

To find out whether you qualify under the G.I. Bill, war orphans aid or other government financial-aid programs, talk to your high school counselor and to officials at the school you plan to attend.

high. This course, like many these days, is highly concentrated, with instruction and field work from morning to night, six days a week for six weeks.

Other courses take considerably longer. Some training schedules for electronics technicians stretch as long as two years, with progressively advanced subject matter, including the mathematics necessary for understanding the principles as well as the practicalities.

Classes are generally smaller than those found in public education, and the programs are far more flexible, so that in good schools students receive closer individual supervision. Most courses give the student something specific to learn each week. By Friday afternoon, if he has applied himself, he can look back with a sense of accomplishment—perhaps for the first time in his educational experience. The result, according to some professional educators, is that youngsters with lackluster academic records often are caught up in the desire to learn.

Tuition charges vary greatly, depending to some extent on the length of the course and the equipment involved. Some relatively short courses, such as flight training for advanced commercial pilots, could cost as much as $4,000 because of the high prices of the equipment and the maintenance involved. Average charges run around $1,000 for a typical vocational school course of a year or less.

Sizing up a school

One respected college educator says he has the feeling that the proportion of bad vocational schools may not be higher than the proportion of bad colleges. Still, there is more to choosing a good school than listening to the persuasive pitch of a salesman and browsing through a few colorful brochures. Some hard investigation is prescribed before you sign up.

First question is whether the course you're planning to take is right for you. Being an official stenographer at court trials may sound glamorous, but it could be a dreary life's work for the wrong individual. An occupation requiring high manual dexterity won't suit you if you're usually all thumbs. A person who doesn't like math, has never been good at it and doesn't really have a logical mind would be unwise to sign up for a course in computer programing. A bad school might try to convince you to sign up for a course that you know in your heart you couldn't master.

A reputable school will try to place you in a field where you have a good chance of success. It doesn't want a record of failures.

An excellent way to find out about a school is to visit it. Ask students about the teachers, facilities, equipment, living arrangements, costs. What's the dropout rate?

Ask for a list of graduates and query them, too. Find out whether the school really helped them train for the jobs they wanted. Try to determine what happens to the average student, not just the top two or three.

Also get a list of employers who've hired graduates—any school worth its salt will have one—and check it out. Ask what they think of the school and whether they would consider hiring future graduates.

Past performance of a school is important, so you take a chance if you sign up with one that is less than two years old. It may be okay and it may not. In any case, be wary of a school that "guarantees" that you'll get a job through its placement service.

Find out whether there is a nationally recognized agency that accredits schools in the field of your interest (see the box on page 38). Two important accrediting organizations for voca-

Reprinted by CHANGING TIMES The Kiplinger Magazine

tional schools are the Accrediting Commission for Business Schools and the National Association of Trade and Technical Schools. These agencies try to make sure that the schools give fair value. Typically, they require that members make refunds to students who drop out; offer good-quality instruction and equipment; advertise honestly without guaranteeing jobs or promising unreasonably high pay, such as $10,000 or $20,000 a year to start.

Above all, read any contract closely before you sign it. The salesman's assurances aren't necessarily contained in that legal document. If you don't understand it, ask questions until you do.

How graduates fare

GRADUATES of good private vocational schools who've done reasonably well in their courses seem to have little trouble getting jobs when they finish.

According to a study by Dr. A. Harvey Belitsky of the W. E. Upjohn Institute for Employment Research, about a third of all the vocational school graduates in an SOS survey had virtually no wait for jobs because they had already been promised employment before leaving school. Ninety percent of those working were employed full-time. And, most important, over four-fifths were working at jobs related to the kind of training they had in school.

Most of the graduates liked their work primarily because of the skills needed and the responsibilities they had. About two-thirds felt satisfied or moderately satisfied with their first job after leaving school. Nearly all were convinced that their schooling was helping them progress in their careers.

Mr. FULTON. And finally, a very perceptive paper called "The Learning Force, an Approach to the Politics of Education," by Stanley Moses. It was prepared for the U.S. Office of Education by the Educational Policy Research Center. It is dated March 1970.

While it does discuss both the core and periphery of educational interests, it goes far beyond our parochial interests. It talks about the problems of adult basic education.

I suggest again the staff may be interested.

Senator PELL. Thank you very much.

(The information subsequently supplied follows:)

The Learning Force: An Approach to the Politics of Education

by Stanley Moses

Prepared for the
U.S. Office of Education
by the
Educational Policy Research Center

March 1970

SURC

Syracuse University Research Corporation, Merrill Lane, University Heights, Syracuse, New York 13210

THE LEARNING FORCE:
AN APPROACH TO THE POLITICS OF EDUCATION

by

Stanley Moses

March 1970

Educational Policy Research Center
Syracuse University Research Corporation
1206 Harrison Street
Syracuse, New York 13210

This is a reissue of a paper prepared for delivery at the 1969 Annual Meeting of the American Political Science Association in New York City, September 5, 1969.

The research for this paper was conducted pursuant to Contract No. OEC-1-7-071021-4429 with the Office of Education, U. S. Department of Health, Education and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

CONTENTS

Page

A New Concept for Education. 6

The Core: Area of Recognized Activity 9

The Periphery: Areas of Neglected Activity. 17

The Politics of Non-consideration. 26

Issues Regarding the Learning Force. 29

Core and Periphery-Conflicting Systems of Education 31

The Periphery-Alternatives for the Future 34

Notes. 38

ACKNOWLEDGEMENTS

My appreciation for assistance in preparing this paper is extended to Professor Bertram Gross under whose direction I first began doing research on the "learning force." Many of the better ideas expressed in this paper are a result of his insight and understanding.

Special thanks go to Pearl Peerboom and Marilyn Etchison, previously attached to the staff of Secretary Cohen at HEW, and to Roger DeCrow, Director of the ERIC Clearinghouse of Adult Education in Syracuse.

And to the many other people--at the Educational Policy Research Center at Syracuse, at Syracuse University, in government and education--who have been most helpful, but regarding whom the limitation of space precludes individual mention, I also extend my gratitude.

THE LEARNING FORCE: AN APPROACH TO THE POLITICS OF EDUCATION

Regardless of the appellation used to describe the vast and rapid process of social and economic change taking place in the United States today--"post-industrial society," "service society," knowledge economy," "organized society," and others--there exists a general consensus that the world before us is very different from our experiences of the past. Large increases in per capita wealth, an increase in technological innovation and diffusion, exponential growth in the stock of knowledge, a decrease in the proportions of unskilled workers accompanied by large increases in professional, technical, and managerial personnel, a growth in leisure time with the opportunity for either earlier retirement or successive participation in a number of careers during the span of a single lifetime, the increasing importance of service industries, a more rapid rate of occupational obsolescence--these are only some the oft-cited characteristics of the emerging social order.

Knowledge is, increasingly, power. It provides the individual worker with the capacity not only to adjust to change, but to improve his productivity while doing so. It provides him with the capability for surviving technological change while continually improving his position. While knowledge has always been a source of power, the chief difference in modern society is that this is true for larger proportions of people than ever before--a development evidenced by the rapid growth of professional, technical, and managerial personnel. And the road of recognized, accredited, and certified access to knowledge is the formal educational system, which represents the single greatest public investment in socializing and educating the young.

Education, represented in the organized established educational system, with its progression of certificates and credentials, is a key source of that power in modern society. It dispenses the insignias which have a great effect upon future occupation, income, and status. Education has traditionally been left outside the purview of political research and analysis; but education

is politics--a fact that has attracted increasing attention in recent years. It represents the single greatest non-defense expenditure of public funds. It represents a major area of social mobility and status change. It is at the center of the recurring debates and battles over the allocation of public resources. And it is at the center of the social and political struggle of the poor to improve their position in society.

Harold Lasswell once defined the central tasks of political analysis as being the study of "Who Gets What, When, and How."[1] The struggle for resources, the struggle for access and participation, the importance attached to credentials--all are a part of the dynamics of social change and political power, and in all of these education figures prominently. At the same time, all of these factors contribute a great amount of influence and power to the educational establishment which manages the institutions of education.

In modern society, the formal educational system has served as the transmission belt of the social engine. It has sorted, selected, and certified its students prior to their absorption into the social order. Demands for the performance of this function are likely to increase as society becomes increasingly complex and organized. Changes in the occupational and social structure will place greater demand upon the educational system to produce the sorts of products who will be able to fit in, and to make that machine which we call American society run. But resistance against these trends is also likely to increase. For the trend of modern society is away from routine and compulsion and toward more personal choice among a larger array of alternatives. At the heart of this conflict is the educational system which has developed in the United States during the past century--a huge educational apparatus which has dominated the market for educational services and goods and monopolized the access to public resources. The question remains whether this organized, mostly publicly subsidized system is able to meet the needs of modern society.

The challenge to public policy in the future will be to innovate new programs and experiences which will afford opportunities for growth and development not afforded by the traditional educational system. Central to this is a rethinking of the content and purposes of organized education. But in speaking of education, there is the question of just what it is that we mean by "education." Does education refer only to the sorts of activities represented in the Core--the sequential ladder of educational progression ranging from kindergarten through graduate and professional schools? Traditional concepts have focused upon education as an activity engaged in by children or youth as a preparation for life prior to entering the "real" world. Little attention has been given to the needs of people at all stages of life for different educational experiences. Little attention has been given to the needs of youth for direct personal experiences before reaching middle age. A more flexible educational system would be organized around the changing needs of both youth and adults and would offer opportunities for entrance and exit at different periods in life, with less emphasis placed upon formalized credentials as prerequisites for participation.

Our view of education has been restricted to a consideration of those activities in the Core. Ignored are the variety of activities engaged in by millions of learners in the Periphery--educational activities ranging from vocationally oriented programs in business, government and the military, proprietary schools, and anti-poverty programs, to culture and leisure oriented programs available through regular Core institutions, religious education, television, correspondence courses, and private associations. Our concept of what education is has been both restrictive and exclusive, ill-suited to the changing needs and demands of today. What is needed is a fresh look at other forms of education outside the traditional system and the ways in which they can contribute to public policy and educational planning--planning which will start with the needs of people and not institutions; which will focus on those who are served and not solely the professionals who control the service.

The changing economic structure of modern society offers the opportunity to devise an educational system more responsive to human needs. But there are many obstacles. Organized and established institutions and practices have a way of prolonging themselves far beyond their time. And around education, as with all social activity, there has developed an established, entrenched bureaucracy and network of interests and satisfactions that do not look with favor upon any alteration of the status quo which might reduce its influence and power. Nowhere is this more clearly demonstrated than in the regular public debates over resource allocation, where expenditures for education are debated chiefly in terms of higher or lower sums for the established portions of the system. Little attention is given to other forms of educational activity that might accomplish or achieve social objectives and satisfy personal goals in a way not afforded by traditional programs. There exists a vast array of educational activity which is neither recorded by public information agencies nor given recognition and consideration in public policy decisions affecting resource allocation. Competing claims for support have not been allowed entrance into the public debate, with the result that a monopoly upon education has been granted to those programs represented in the Core.

A neglect of the Periphery reinforces traditional patterns of influence and decision making in American education. As long as education is restricted to a consideration of the Core, there is little reason to consider alternative forms of educational organization and participation which might serve as competitors for public resources. As long as education is seen as restricted to those activities in the "educational system," there is no need to change the conceptions which have guided the existing forms of information and reporting about education. For the knowledge which we possess about education is also a form of power, serving as a guide for public policy formulation. Our existing knowledge has denied the existence of activities outside the educational system.

While concept obsolescence affects all our measures of social change,[2] in education there has been a particularly great deficiency. Information about education which is not a part of the "educational system" has regularly been excluded from the information reporting activities of the Office of Education. Furthermore, there is evidence that this approach dominates the views of other agencies and activities of government. This is evidenced in a report recently issued by the Department of Health, Education and Welfare, Toward a Social Report.[3] Its purpose was to lay the groundwork "to prepare a comprehensive social report to the nation with emphasis on the development of social indicators which will measure social change and be useful in establishing national goals."[4] A chapter was devoted to "Learning, Science and Art" and the question of "how much are they enriching society?" But nowhere in this chapter is any consideration given to the existence of educational activities outside the Core. The concept of education is restricted to those activities which take place in the Core. Nowhere is attention given to devising indicators which would indicate the true dimensions of educational activity in the nation. No attention is given to considering the possibilities of alternative modes of institutional arrangements and instruction outside the Core. And, consequently, no attention is given to "establishing national goals" for the future performance of an educational system concerned with meeting the changing needs of learners at different stages in life.

The "Learning Force" refers to all those participating in educational activity--in the Periphery as well as the Core. This concept was first developed by Professor Bertram Gross who defined it as "the total number of people developing their capacities through systematic education; that is, where learning is aided by teaching and there are formal, organized efforts to impart knowledge through instruction."[5] The use of the term "learning" should not be taken as a suggestion that we are assessing the amount of learning taking place in society. The Learning Force does not necessarily refer to all those who are learning, nor does it imply that all those in

the learning force are learning. Regarding such matters, little is known. Our emphasis is upon participation in such activities which are organized and structured for the purpose of aiding learning.

This paper will concern itself with the composition and dimensions of the Learning Force and the ways in which the Learning Force concept contributes to an understanding of educational politics and planning. The first sections of the paper will describe the composition and dimensions of the learning force, both in those areas where there is a great deal of information, the Core, and in those areas where much less is known, the Periphery. The last sections will be concerned with the conflict between the two separate systems of education, and the manner in which the learning force concept serves as a basis for thinking of the Core and Periphery as related and complementary parts of an educational system concerned with the changing needs of people at different stages in life.

A New Concept for Education

"The world outside and the pictures in our heads." Thus did Walter Lippmann refer to the difficulties confronting our understanding of our environment more than forty years ago. We confront a world of baffling complexity and, while spending much energy fact-collecting, we continually span and syphon information in order to lend some order to the process. We are forever testing our sense of the world in which we live. To aid this process, and to make it barely manageable, we carry within ourselves a certain view of reality, a sense of the order of things.

Concepts are the orderers of reality, the rubrics under which the hordes of facts are assembled and placed, while our minds further arrange them so they fit well within our preconceived schema. But as we approach the world around us, we are continually guided by the expansion of the system which we have built up. While the system tends toward order and intelligibility, the question always hovers--is it an accurate reflection

of the world which we are trying to understand? Lippmann thought not! In his view, there existed a large gap between the world which existed and the concepts which each man develops internally. And this gap is the source of our bafflement and perplexity over the turning of events and the drift of the times. The concepts by which we understand the world are fast being outmoded by the pace and direction of change, and we are forever approaching the world with the obsolescent tools of another time. And because our concepts are outmoded, we are unable to interpret the events before us and are confused by the trends and portents of things to come.

Although Lippmann's description dates back almost half a century, little has occurred during that time to indicate that the impediments have been rendered any more manageable. In fact, if anything, man is more convinced than ever of the limitations and inadequacies of his approaches to comprehending the "real" world. The startling pace of economic and social change coupled with the revolutionary developments of the past century have convinced most, especially those who are better informed, that as time goes on, they are less able to perceive more than a narrow view of social reality.

Information is a vital source for public decision making. The gathering of information is one of the oldest and most heavily subsidized activities of government. The quality and quantity of the information we possess is a key factor to enable the policy-makers to lessen the contradiction between "the world outside and the pictures in our heads." To the extent that information is both obtainable and usable, it is a source of power for guiding public policies.

The type of information gathering we possess and the new departures in information gathering which are advocated reflect competing interests, and are a central battleground of different groups to influence governmental policy in a desired direction. Statistics, data, the raw stuff of what constitutes information are too often matters consigned to the dry, arcane specialties of the Census Bureau and varied information specialists. As

raw materials are the natural resources of national wealth, so too are data and statistics the raw stuff of social combat and political power. Data constitutes the grist of social combat, eagerly sought for and intensely used as "vindicators and indicators"[6] of competing positions, to use Albert Biderman's telling phrase.

The nature of our information is of a vast and uneven quality. In some areas, where there has been historically a greater governmental concern and involvement, we possess comprehensive series of indicators over time. But the nature of our changing social reality compels the realization that the indicators of one time may become outmoded for the reality of another. Our data, regardless of their impressive technical array, cannot transcend the limitations of the conceptual framework which guides its collection. The information we are accustomed to receiving on the "educational system" fails to describe organized educational activity in America.

Our view of education is an example of the gap between the "world outside and the pictures in our heads." The traditional view of education has focused upon the Core of the educational system. Allied with this view has been the conception of education as certificate awarding, a key lever in personal success and social mobility. The certificates of formal recognition have increasingly become the prerequisites for admission to desirable positions in society, and our social institutions and organizations have looked to the Core as the accreditor and watchman of the gate, fulfilling the function of sorting out ability through the provision of required credentials. Because of the power of organized educational institutions, education has become increasingly identified in the popular mind as embodying only those activities represented in the Core.

Such a view of what constitutes education has prevailed not only in the popular mind but has dominated the thought of the custodians of public information, and, thus, the formulators of our public policy. Our view of the world is determined by the information we possess. Statistics are a

source of power. The way in which we choose what information is to be collected, the manner in which the categories of reporting are organized, and the style in which the information is dispensed, all represent a major contribution to forming a public sense of the world.

This emphasis has resulted in a narrow view of the range of activities presented and the variety of purposes and interests pursued and satisfied in the American educational system. Missing from our traditional accounting are the large host of programs and the millions of participants who comprise the activities represented in the Periphery. These programs satisfy the interests and needs of millions of individuals even though they are not afforded the official recognition or the credentialized status of institutions in the Core. Many of the participants may have attended institutions of higher education earlier in life and many may not even have attained an elementary school education. Regardless of participants' past educational histories, these programs provide services which are either not available or inaccessible through the regular institutions of the Core. We shall now turn our attention to considering the composition and dimensions of both the Core and the Periphery.

The Core: Area of Recognized Activity

"School is an institution for drilling children in cultural orientation,"[7] states Jules Henry in describing the functions of American schools. But schools are also more than that. They are the "social sieve" of a complex, organized society which establishes forms and procedures for differentiating its members, for labeling and certifying them for transmission and absorption into the larger society. For while all children participate in some degree in Core activities, there is a great difference in the point at which they disembark from the educational ladder and enter the larger social scene. And at the point at which they disembark, "their educational attainment" is, to a large degree, a determinant of their future occupation,

51-567 O - 71 - pt. 2 - 8

income, and status. For while knowledge is a form of power, "educational attainment" is not often its most recognized, accredited, and rewarded form of possession. "Educational attainment" is here not to be confused with what is learned. Regarding that, we can state very little with any degree of certainty. Educational attainment very simply refers to years of school completed. Regarding this, a great deal is known. The fact is that this alone accounts for a large degree of difference between people.

Table 1 demonstrates the high degree of correlation existing between years of formal schooling and subsequent lifetime income.[8] We have only included data from age twenty-five onward since this is the time at which the great majority of those participants in the Core have terminated their participation. These aggregate figures do not reveal the differential significance of education among different groups of the population, such as blacks. Neither is the differential impact of increments of education clearly demonstrated. What is clear is that in all instances, the greater the degree of formal schooling, the higher the subsequent lifetime income. The educational system has served as the processor belt of American society and it is to the growth of that system and the educational attainment of the nation's population that we now turn our attention.

TABLE 1

LIFETIME INCOME OF MEN, BY YEARS OF SCHOOL COMPLETED: UNITED STATES, 1956 TO 1966 (in thousands of current dollars)

Years of school completed	1956	1961	1966
		Income from age 25 to 64	
Elementary:			
Less than 8	$107	$125	$154
8 years	146	169	203
High School:			
1 to 3 years	166	193	240
4 years	199	225	282
College:			
1 to 3 years	232	273	333
4 years or more	311	361	451
5 years or more	NA	380	479

The Office of Education, established in 1867, has since 1870 issued regular statistical reports on the "educational system"; that is, participation in elementary, secondary,and higher education. Data of a more general nature regarding the education and literacy of the populace have also been collected regularly by the Census Bureau. As a result of these efforts we have a "picture" of the educational development of the nation in the Core.

A brief rendering from the bible of educationalists will illustrate this point. The Digest of Educational Statistics has been published annually since 1962 by the National Center for Educational Statistics of the Office of Education in Washington. It posits that "its primary purpose is to provide an abstract of statistical information covering the entire field of American education from kindergarten through the graduate school . . . The Digest should prove useful to persons interested in the nature and scope of education in the United States and in particular to those individuals who are concerned with the formulation and conduct of public policy."[9] The following descriptions of education in America emerge from this portrayal.

As the nation has developed economically and grown more complex socially, the educational system has continually expanded. The history of the nation is a chronicle of a lengthening educational life span with earlier admissions and later exits and a longer school year with elementary and secondary students spending more than twice as many days in school as a century ago. Millions of children now attend institutions where attendance is compulsory for all,while other millions continue on to levels which had previously been restricted to the select few.

Table 2 portrays the large absolute growth of the educational system during the past century.[10]

TABLE 2

THE EDUCATIONAL CORE (1870 to 1970)

	(millions)				
	1870	1900	1940	1965	1970 (Projected)
Kindergarten		.2	.7	2.5	3.0
Elementary	6.8	16.0	20.5	33.3	34.3
Secondary	.08	.7	7.1	13.0	15.0
Higher Education					
Under Graduate	NA	.2	1.4	4.9	6.5
Graduate	NA	.006	.1	.6	.8
Total	6.9	17.1	29.8	54.3	59.6

The different parts of the system have not grown together, but rather have experienced their greatest growth at different times. There has occurred a process of sequential expansion of different parts of the system. First, the large growth at the elementary levels of attendance was universalized through the nation. Then, the great growth in secondary enrollments as the push for education extended to "high schools." And finally, the latest phenomenon occurring since the end of World War II, the great rise in "higher" education.

The figures by themselves reflect the large absolute growth of the system, though a picture of the internal processes at work is lacking. The size of the American population has grown greatly during the past century, thereby ensuring a larger supply of potential participants in the Core, but that alone is an insufficient explanation of what has been happening. Not only are millions more participating in the Core, but a far greater proportion of each age group is doing so. In broad strokes, Table 3 portrays the changing rates of participation among various age groups in the population.[11]

TABLE 3

PARTICIPATION IN THE CORE, BY AGE GROUP
(per cent)

	1870	1900	1940	1950	1964
5-17	57.0	71.9	84.4	83.2	85.5
14-17	NA	11.4	73.3	76.8	91.8
18-21	1.7	4.0	15.6	29.6	38.1
18-24	1.1	2.3	9.1	16.5	23.3

While rates of participation have been rising for all age groups, they have been rising at different points in time; and for some groups, the rate has risen to the point where it can go no higher, the point of universal participation. Our choice of age groups for Table 3 is determined by the type of data going back over the past century. A more specific breakdown of age groups is available for the past few decades. This more specific view, presented in Table 4, shows that participation is universal--accepting 98 per cent as a level of full participation--for those between the ages of six and fifteen.

This leaves only five year olds (kindergarten age level) and the 18-24 year age group (representing the greatest number of eligible participants in higher education) as the areas of greatest future growth.[12] This, however, does not take into consideration areas of possible future expansion such as pre-kindergarten and infant education.

TABLE 4

PER CENT OF THE POPULATION ENROLLED IN SCHOOL, BY AGE GROUP, 1947 TO 1966

Year	6 years	7 to 9	10 to 13	14 and 15
1947	96.2	98.4	98.6	91.6
1952	96.8	98.7	98.9	96.2
1957	97.4	99.5	99.5	97.1
1962	97.9	99.2	99.3	98.0
1966	97.6	99.3	99.3	98.6

There has recently appeared a body of literature emphasizing a change in the basic structure of American society. These developments have been heralded as indicators of a transition taking place in the character of the economy. Numerous appellations have been appended to describe this process--"post-industrial society," "knowledge society," "service economy." These developments have an important connection with the role and the importance of the educational system. The United States has become the "first nation in which more than half of the employed population is not involved in the production of food, clothing, houses, automobiles, and other tangible goods."[13] In 1956, "the number of white collar workers (professional, managerial, office, and sales personnel) outnumbered blue collar workers (craftsmen, semi-skilled operatives, and laborers) in the occupational ranks of the American class structure."[14] And the ratio between the two has continued to increase in favor of the white collar group. Allied with this has been the dynamic expansion of professional and technical employment, that part of the service sector which has the highest degree of educational attainment. This group, which in 1940 numbered 3.9 million comprising 7.5 per cent of the labor force grew to 8.6 million in 1964, comprising 12.2 per cent of the labor force. And it is projected that by 1975 this group will grow to 13.2 million, and comprise 14.9 per cent of the labor force.[15]

The Core has served as the central supplier of manpower for the economic system. Its growth parallels the rise in the educational level and the very shift in the occupational structure we have been describing. This is reflected in the rise in the educational level of the population over the past quarter of a century. Table 5 portrays the dimunition of groups with little formal education accompanied by a large increase of those having at least a high school education.[16]

TABLE 5

LEVEL OF SCHOOL COMPLETED BY PERSONS 25 YEARS OLD AND OVER, 1940 TO 1967

	Per cent by level of school completed		
Year	Less than 5 years of elementary school	4 years of high school or more	4 or more years of college
1940	13.5	24.1	4.6
1950	10.8	33.4	6.0
1960	8.3	41.1	7.7
1964	7.1	48.0	9.1
1967	6.1	51.1	10.1

Table 5 undertakes the dynamics of the rise in educational attainment because it deals with the entire population over twenty-five. The rise in educational level is more dramatic with younger groups as revealed in Table 6.[17] The group with less than five years of schooling has become almost non-existent while almost seventy-three per cent of this population consists of high school graduates.

TABLE 6

LEVEL OF SCHOOL COMPLETED BY PERSONS
24 TO 29 YEARS OLD, 1940-1967

Year	Per cent by level of school completed		
	Less than 5 years of elementary school	4 years of high school or more	4 or more years of college
1940	5.9	37.8	5.8
1950	4.6	51.7	7.7
1960	2.8	60.7	11.1
1964	2.1	69.2	12.8
1967	1.1	72.5	14.6

It seems that this process of growth will continue at the levels of higher education. By 1985, according to recent projections of the Census Bureau, "The number of college graduates in the nation will double to approximately twenty million, and the number of high school graduates may increase from 51 million (in 1965) to about 95 million."[18] This would mean that by 198[illegible] about one-sixth of the men and one-eighth of the women over twenty-five will possess a college degree, an increase from the approximately one-eighth of men and one-fourteenth of women possessing a college degree, in 1965. These projections, while tendentious (being based "on the assumption that the percentage of children of school age actually attending school and the number of years spent in school will continue to rise as they have in recent years"), nevertheless indicate the dimensions and characteristics of the future growth of the Core. At the same time, such projections suggest a number of considerations for educational planning and public policy which will be referred to in a subsequent section of this paper.

We have discussed in some detail the manner in which the Core, the greater part of the educational system, has grown over the past century. But the Core, by itself, is not the educational system, and by considering

only this area, we are neglecting a large part of that system. It is to the neglected area that we now turn our attention.

The Periphery: Areas of Neglecting Activity

The activities in the Periphery are a kaleidoscopic representation of the variety of American society. They include educational activities carried on in all places where adults are employed--agriculture, private business and industry, the military and civilian government at all levels; the entire potpourri of programs carried on by the vast number of private associations; national welfare organizations, professional training societies, and specialized programs for adults carried on in regular education institutions. They include the new "educational system" of manpower activities carried on by government at all levels, primarily through the subsidization by the Federal Government. They also include programs conducted by "proprietary" and correspondence schools, and programs of organized instruction through educational television.

The major criteria for inclusion is that these activities involve participation in learning activities through an organized, structured learning situation. Excluded are those "educational" activities such as visits to museums, libraries, and botanical gardens; participation in political campaigns and religious services; attendance at various forms of cultural entertainment; and learning through the instruction of a private tutor.

Our criteria for inclusion, while broader than traditional conceptions of education, is somewhat narrower than that of some research. In his work on the "knowledge industry," Fritz Machlup examines five major categories of knowledge: education, research and development, media of communication, information machines, and information services.[19] Michael Marien's study on the "education complex" focuses upon "all organizations and parts of organizations involved with the provision of formal instructional services that purportedly enhance the learning process of students."[20] Our interests con-

verge with Machlup and Marien in the "focus on those forms of education where learning is aided by teaching . . . where there are systematic efforts to disseminate knowledge by way of instruction."[21] But our concern is more restrictive in that we avoid consideration of aspects of education which Machlup considered in the home, the church, and the general services of public libraries. I also do not consider those informal activities which Marien analyzes in his view of the "educational complex." The reason for excluding these activities is because we are less interested in determining the "entire system" of educational activity than we are in mapping out a new conceptual framework for the consideration of educational planning and public policy.

The complexity and variety of the Periphery and the lack of attention by public information agencies results in a great gap between the accuracy of our knowledge about the Core and the Periphery. There exists no detailed accounting of the Periphery, although numerous efforts have been made to approximate the dimensions of specific activities. This difficulty is exascerbated by the fact that these activities vary greatly, both as to the variety of institutional sponsorships and as to the nature of the time commitment involved--from short courses involving a few days of attendance to more lengthy programs involving even more hours of instruction than Core programs. There also exists a good deal of double counting in that people may participate in more than one program.

While our information on the Periphery remains scant, unreliable, and contradictory, lacking any centralized, systematized, and regularized reporting, a number of attempts have, nevertheless, been made to gauge the extent of this activity. Malcolm Knowles in his study of adult education in the United States[22] published the following set of estimates, based on a followup of work done in 1925 and 1934 by Morse A. Cartwright and in 1950 by Paul L. Essett.

TABLE 7

ESTIMATED PARTICIPATION IN ADULT EDUCATION, 1924-1955

Type of Program	Enrollment (in thousands)			
	1924	1934	1950	1955
Agricultural Extension	5000	6000	7000	8684
Public Schools	1000	1500	3000	3500
Colleges and Universities	200	300	500	1500
Private Correspondence Schools	2000	1000	1000	1000
Educational Radio and Television	500	5000	6000	5000
Libraries	1200	1000	1500	1961
Men's and Women's Clubs	1000	1000	--	1525
Parent Teacher Associations	15	60	--	350
Religious Institutions	150	200	--	15500
Business and Industry	100	60	--	750
Labor Unions	13	15	--	850
Armed Forces	--	--	250	388
Health and Welfare Agencies	--	--	--	6500
Others	4681	6156	10000	2000
Total	14,881	22,311	29,250	49,508

The Bureau of the Census conducted a study of Participation in Adult Education which concluded that "in October, 1957, 8.3 million, or 7.8 per cent of the adults in the United States were estimated to have participated in adult education classes at some time during the preceding year."[23] The National Opinion Research Center conducted a national survey of the educational activities of the adult population which concluded that "approximately 25 million American adults, more than one person in five, had been active in one or another form of learning during the twelve month period just prior to June, 1962. Fifteen per cent, or more than 17 million persons, had been

enrolled in courses on a part time basis, 2.5 million were full time students, and close to 9 million had engaged in independent study."[24] The types of activities engaged in and the degree of participation, are described in Table 8.[25] Related to this, the study discovered that about 61 per cent of the adults interviewed had participated at some time in an adult learning activity. The study concluded, "that just about as many adults as not become involved at least once in a systematic attempt to acquire new knowledge, information or skills after they leave school."

TABLE 8

Type of Subject Matter		Estimated Number of Persons
1.	Job-related subjects and skills	9,020,000
2.	Hobbies and recreation	5,470,000
3.	Religion, morals, and ethics	3,820,000
4.	General education	3,500,000
5.	Home and family life	3,440,000
6.	Personal development	1,700,000
7.	Current events, public affairs, citizenship	1,080,000
8.	Agriculture	320,000
9.	Miscellaneous subject matter	970,000
	Total	29,320,000

Wilbur Cohen has written of the "growing learning force" where ". . . in addition to the regular growing enrollment, there have been dramatic increases in specialized learning activities of a vocational, technical and professional nature."[26] He also wrote that ". . . while valid statistics have not been compiled on enrollments, . . . recent attempts to determine the extent of participation in such learning activities have produced some rough estimates." Cohen presents a figure of 25 million as the total of participants in 1965 in "vocational, technical and professional training outside the formal struc-

ture" and 19 million as participating in more general activities of adult education. The figures presented by Cohen were developed in a special research project conducted at his office, during his tenure as Under-Secretary and Secretary of the Department of Health, Education, and Welfare. The initial work was done under the direction of Pearl Peerboom and at a later period she was joined by Marilyn Etchison, both attached to Mr. Cohen's staff at HEW. This writer at a subsequent period continued the work of that office in developing those estimates. What follows is a presentation of some of the findings of my study, conducted under the direction of Professor Bertram Gross, then the Director of the National Planning Studies Program at Syracuse University.

We have in Table 9 divided the Periphery into six major categories.[27] The data indicates that for the year 1965, a total of 44.2 million persons were involved in educational programs conducted in the Periphery. It must be emphasized that this measure does not suggest that participation in the Periphery is of an equivalent nature with that in the Core. Generally speaking, participation in the Core entails a commitment of longer duration involving more hours of formal instruction. Nevertheless, the broad outlines of the portrait presented are suggestive of many things. More than forty-four million Americans in a given year participated in educational programs which were conducted outside the traditional educational institutions and which were at the same time overlooked in the official consideration of educational activity. The existence of these activities underscores the unaccounted and unrecognized dimensions of the American educational system.

TABLE 9

THE EDUCATIONAL PERIPHERY: ENROLLMENTS

The Educational Periphery	1940	1950	1955	1960	1965	1970	1975
1. Organizational	8.2	10.2	10.9	13.0	14.5	21.7	27.4
2. Proprietary	2.5	3.5	3.5	4.0	7.8	9.6	18.1
3. Anti-poverty	--	--	--	--	2.8	5.1	7.0
4. Correspondence	2.7	3.4	3.5	4.5	5.0	5.7	6.7
5. TV	--	--	--	.01	5.0	7.5	10.0
6. Other adult	3.9	4.8	5.1	6.6	9.1	10.7	13.2

Organizational education refers to the host of programs which take place under the auspices of organizations which conduct these activities as a part of their function of employing people. These programs are initiated in order to upgrade the capabilities of personnel, even when the content of the programs is not directly job related. The three broad groupings of organizational programs are those conducted by business, government, and the military. The types of programs may involve participation in formal job training programs, in classroom instruction provided by the organization during the working day, or in programs which take place outside the confines of the organization but which are undertaken under the sponsorship of the organization. The latter while still remaining under the enploy of the sponsoring organization.

"Proprietary" refers to educational programs administered under the sponsorship of private training schools which are not part of the "regular" educational establishment--hence the appellation "special schools" used by the Office of Education in describing such institutions. These schools are for the most part run for the purpose of profit. There are a number of associations of "proprietary" schools such as the National Association and Council of Business Schools and the National Association of Trade and Tech-

nical Schools. These Associations include schools which offer a wide variety of training programs ranging from air conditioning and airline personnel training to woodworking and X-ray technicians. However, these national associations do not claim to include all the activity taking place in this area, inasmuch as many individual schools do not meet their accrediting requirements.

Our inclusion of "anti-poverty" programs under a separate heading is a reflection of the great growth which has taken place in the last few years in the types of educational programs which are directed toward the poor and unemployed. A new "educational system" of manpower activities has been instituted by government at all levels, although primarily through the subsidization of the Federal Government. Almost all of the programs instituted under the War on Poverty are educational in terms of program structure and the nature of services provided to participants. These programs are directed at those who have not benefited from the traditional programs of the Core. While all of the programs in the Periphery strive to impart various skills and knowledge to adult members of the community, most of the people involved in these programs have already at least a functional level of educational achievement which has enabled them to participate in the labor market and achieve some degree of success. In fact, according to extensive surveys of adult participation in education, there has been little involvement of the lower classes in adult education programs. The aim of anti-poverty programs is to involve that part of the citizenry which has been excluded from the main stream of American life--both from successful achievement on the job and from related social and cultural benefits.

"Correspondence" refers to all individual programs of instruction undertaken on an individual basis or as the result of involvement in an institutional setting. The primary service performed by correspondence courses is that they have provided the opportunity for individuals who ordinarily would not have access to formal programs of education to participate in self-directed programs of instruction which often lead to some form of

certified accreditation. It has often been the means by which participants have been able to overcome deficiencies of formal education and thereby prepare themselves for entry into the labor market at a higher level or else to further themselves by becoming eligible for higher programs in "regular" educational institutions.

Correspondence learning takes place in all areas of American life and cuts across the boundaries of all the organizations in the Periphery. The Federal Government and the military; colleges and universities, religious organizations and vocational associations; all of these make use of correspondence courses as a means of welding together the interests of their members who may be spread afar and otherwise unable to participate in organized learning situations. They also satisfy the desire to learn on the part of those who do not have the time or inclination to participate directly in organized programs.

"Television" as a medium for involving mass numbers of people in educational programs represents the new frontier of growth for education. In discussing education via television, we are solely concerned with the activities of those enrolled in programs of instruction which are presented in a systematic manner and which allow for formal contact between the learner and the program. Our discussion, consequently, does not take into account the vast amount of learning which takes place through programs of educational content. Even within the prescribed limits of our interest, however, there still remains a vast area of dynamic ferment and growth which is currently occurring in the field of educational television.

"Other Adult" represents a residual category which encompasses those educational programs not included in other categories. Many of these programs take place in "regular" institutions of the Core, while many take place under a variety of private community auspices. Education for adults is a concern of community institutions and national associations such as libraries, museums, the Red Cross, Community Chest, settlement houses and

Y's. There are also many educational programs conducted for the public by business as part of consumer education and service, and various programs initiated for adults by national organizations such as the Great Books Club and Foreign Affairs Study Institutes. Not included in our discussion are the large number of learners involved in programs sponsored by religious groups. Unlike most of the other programs which we have been discussing, these programs are culturally oriented and are not directly job related, although there may always exist some carryover between the knowledge attained in these programs and an individual's vocational pursuits.

Although the Census Bureau has not undertaken a special study of adult education since its study of 1957, recent steps initiated at the Office of Education have opened up the possibility of a new survey being undertaken. Morris Ullman, Director of the Adult, Vocational, and Library Studies Branch of the National Center for Educational Statistics has recently completed a sample survey of the adult educational activities of institutions of higher education. Arrangements are currently being made for cooperation with the Bureau of the Census to develop a sample survey of participation in adult education on the part of the entire population. This would represent the first part of a plan to obtain detailed comprehensive information regarding the educational participation of adults. It should be noted that there exists a history of attempts to stimulate the Office of Education into such an activity, from the activities of Alderman in the 1930's[28] to the recent proposals of A. A. Liveright.[29] Liveright's study, undertaken as a special project for the Office of Education, recommended special studies to develop data for both Federal and non-Federal programs and activities in adult education. He recommended the publication of an annual "Directory of Adult Education Activities in the United States," and suggested that the "Office of Education's Bureau of Research, the Census Bureau and the National Opinion Research Center cooperate in developing a conceptual framework and procedures for collection of data, which should lead to the inclusion of questions concerning adult education in the 1970 Census."[30]

51-567 O - 71 - pt. 2 - 9

The Politics of Non-consideration

In education, as in all social activities, there exists a variety of competing interests which pursue satisfaction in an environment of scarce resources. The lack of recognition accorded programs in the Periphery is a reflection of the power relations and distribution of influence and authority in the American educational system. This is reflected in the non-discussion and non-recognition of these forms of education. This results in limited educational innovation and a rigidity of educational structure characterized by institutional forms and procedures that set up boundaries and define individual development in terms of progression along the "regular" ladder. There has grown up an "educational establishment" which has a monopoly over sources of funding, the power of decision-making, and the authority of reward dispensation (as represented in credentials and diplomas). It is in the interests of this "establishment" to limit and downgrade the activities of outside competing interests.

The lack of public information on the Periphery is a reflection of the existing framework of decision-making regarding education. Educational policy has generally focused upon the Core, and the orientations of public information agencies and policy makers have been restricted to gathering information regarding those activities. The educational system has been defined as one set of activities, and a network of interlocking agencies and institutions have developed on a local, state, and national level which share in the determination of educational policy. In an environment of scarce public resources, where their allocation is subjected to competing and conflicting claimants, the question as to which claimants are to be allowed consideration is a critical factor.

The institutions and activities in the Periphery have generally been excluded from consideration, and when they in fact have been considered and funded have been subjected to the most marginal and intermittent forms of support--"last to be hired and first to be fired." Although the Directory

of Adult Education Organization lists twenty-five member organizations of the Committee of Adult Education Organizations (CAEO),[31] these organizations, separately or jointly, have never been able to mobilize concerted and effective political pressure to guarantee their programs any source of secure and regularized support. Adult education remains a picture of "institutional insecurity" as depicted by Burton Clark.[32] Although Clark's study was directed at the development of adult education in the public school system of California, his conclusions remain pertinent to understanding the status of the Periphery in the larger society:[33]

> In contrast to elementary, high school, and junior college education, the adult program is a separate, peripheral activity, and its clientele is completely outside the compulsory-attendance age groups. When an adult program is initiated, it must make its way within a family of established programs, contending with the strong, central departments for budget support and favorable treatment. Since its inception, adult education has been, and to some extent still is, a marginal program within the school system.

Clark explains the marginality of adult education as being due to its position in the legal structure of the educational system, lacking any independent separate status; its dependency upon part-time personnel who regard it as secondary to their major occupation; its lack of any of its own separate capital facilities and its subsequent dependence on the loan of regular elementary and secondary school facilities; and its serving as the first target of attack at times of budget cuts and economy drives. While the status and existence of other educational programs are unquestioned and are challenged only as to purposes, objectives, and performances, adult education must continually prove its merit. It is the least favored and most regularly spurned claimant upon educational resources, the "stepchild" of the educational system whose "search for acceptance" is a struggle for security "to achieve a 'peer' position."

Clark's study, while confined to the place of adult education within the regular school system, portrays much of the position of the Periphery.

The Periphery has generally been excluded from the attention and consideration of public policy makers and this is reflected in the lack of adequate data and information regarding its activities and participants. For the collection of facts and the dissemination of knowledge is not merely a matter for the concern of dispassionate scientific research but is itself an important part of political and social conflict. Knowledge is a source of power and the way in which it is sought is determined by the values and interests brought to bear.

> People and organizations involved in collecting, processing, and analyzing data are as much weighed down by habit and custom as any other sub-system, sometimes, because of professional fastidiousness, a little more so. Any effort to induce new forms of activity may be perceived as contrary to their immediate interests. A more widespread and long-lasting form of resistance is the active fear on the part of many groups that innovations along this line would impair their power, and new forms of knowledge always suggest a threat to the existing power structure.[34]

Knowledge, itself considered as a neutral, objective matter best left to the higher research and understanding of specialists and "knowledgeables," represents a source of influence which is continually being harnessed for the needs of competing participants. And it is in the course of social combat that knowledge loses its neutral objectivity and becomes part of the arsenal of competing values and interests.

Information and knowledge become part of the institutionalized process of behavior. It is only when change is contemplated that one can begin to sense how and where the interests of the existing order are and, consequently, in what areas of social change one is likely to encounter the greatest opposition. Where resources have been regularly allocated and where satisfied interests and public agencies have developed a network of alliances, any attempts at changing that network will meet with denial, evasion, and postponement.

Biderman, in discussing the difficulties and possibilities of change, mentions a number of factors as affecting the likelihood of any development:[35]

> the articulateness and power of the group whose interest is involved; the susceptibility of the phenomenon to being measured; the extent to which the phenomenon is socially visible, and the preference and skills of the agency personnel who gather statistics.

The lack of information regarding the Periphery may be attributed to the first and last of the above factors. Although susceptable to measurement and socially visible, it has been unable to develop a power base to match that of the Core and has been unable to change its marginality both within the structure of the educational system and as a source of interest to governmental information agencies. Despite decades of lobbying, its impact has been almost inaudible when contrasted with the demands of other forms of education. This is reflected not only in our lack of information but in the minor portion of resources allocated to these activities by the public sector, to say nothing of the general downgrading of its activities, both in terms of institutional certification and in the general public view.

Issues Regarding the Learning Force

I have focused upon educational data which reflect conceptions inadequate to describe the real dimensions of organized educational activity. In spite of the great difficulties presented by this data, its paucity and questionability, the double counting and the lack of comparability, and the dissensus existing among various estimates, the data leads us to the conclusion that there exists a great deal of educational activity which has been excluded from the "educational system" regularly reported by the Office of Education. Having demonstrated the existence of this unrecognized educational activity, the question emerges--so what? Does it really matter? What difference does this demonstration make to our understanding of education? How might educational policy be affected by a greater recognition

of the true dimensions of the Learning Force? How might individual choices and satisfactions be enhanced by a consideration of the Periphery? Such matters are not demonstrable or testable within the confines of this paper.[36] But the questions and issues should nevertheless be raised as a first step in pointing out new ways of thinking about education and public policy. What follows are some exploratory thoughts on the matter.

Much has been spoken and written regarding the dimensions of structural change in American society leading to the emergence of a new set of economic relationships. Less clear, however, is the effect which these changes will have on our traditional manners of organization and behavior. One may conjecture about the effects of these changes upon our traditional conceptions of education (even that conception which includes the Periphery). What will be the time sequences of education? Where will people be educated? What will they be taught and for what purposes will they seek education? It seems that American society is entertaining a period when our notions of occupation, career, work, leisure, and retirement will undergo fundamental changes--which is bound to have an effect upon education.

The current educational system presupposes a ladder of educational attainment upon which all embark, with the different rates of departure determining, to a large degree, subsequent achievement. Education is thought of as a preparation for life, something young people engage in prior to becoming adults--a state of being which, interestingly enough, is most often ascribed to those who have "finished" their education. Thoughts of the future may have at best the virtue of not being disprovable in the present, but it does not seem farfetched to think of an educational system constructed around the principle of learning as a continuous life-long purpose with the system offering opportunities for many entrances and exits, depending upon the changing needs and interests of the participants. The vision of the "learning society" (or at least of a society, the majority of whose members participate in formal organized instruction) seems likely to be emerging as a reality of the present day. The number of people participating in the Learning Force now exceeds

those in the labor force and the degree of overlap between the two is increasing. More and more adult members of the labor force are participating in education while being employed. As these developments continue, the Periphery will become more important as a provider of educational services. Not only will our concept of when people are educated change, but also our notion of where they learn. Our description of the Periphery shows that people may learn in a variety of different places outside the classroom--in the factory, in business organizations, in the military, in adult associations, via the media, and in special training programs.

Speculation regarding change in the future, stimulating and uplifting though the exercise may be, becomes a vice when roseate presentiments obscure the dynamics of current reality. For it is not simply the inadequacy of our concepts or a dearth of relevant indicators which accounts for our narrow views of education. It is the conflict between competing purposes and values which compels a disregard of alternative views and possibilities. A vested attachment to past practices encourages and sanctions a resistance to change and innovation. While activities in the Periphery may have much to contribute to a comprehensive approach to educational planning, there is also an inherent contradiction and conflict between the activities and purposes of the Core and the Periphery.

Core and Periphery-Conflicting Systems of Education

Our discussion of the Core depicted the growth of the American educational system over the past century. What was revealed was a system which has gradually extended access to increasingly large proportions of the population. This has occurred sequentially, first with the universalization of elementary schools and, more recently, with the high schools. Now the growth and expansion of the system has moved on to the next level, higher education. This is a continuation of the tendency toward increased growth and power for the educational establishment, as higher "educational attainments" and cre-

dentials become the standardized requirement both for departing from school and for entering the labor market. As long as society deems this to be a desirable development, the goals of public policy are directed toward the expansion of the Core. As long as the Core is seen as the educational system, planning for education will focus upon providing "higher" levels of education to larger numbers of the population.

If education is viewed as a preparation for life, and if the formal educational system represented in the Core is thought of as fulfilling that purpose, then there is an inevitability of growth and expansion in these activities. Such is the role which the educational system has performed over the past century, as the educational level deemed necessary for respectability has continually increased. This role has been abetted by the practices of the labor market which have continually raised the "educational attainment" required for acceptance into desirable positions. By this process, youth has been sentenced to a minimum term in the school system, with the time of service an arbitrary one which has always shifted upward. Social progress a century ago consisted of a struggle to free youth from the burdens of child labor. While the goal of that struggle has long since been attained, what has resulted is an indiscriminate compulsoriness which dictates that all, regardless of inclination or individual difference, had better tread the ladder of the educational system. Furthermore, penalties for not moving along that ladder are more severe in a "credentialed society" where diplomas are a requirement for employment.

As long as the function of education is conceived in those terms, there is no need to give attention to alternative possibilities. The activities, institutional arrangements, and individual purposes and satisfactions available in the Periphery are a challenge to the very functions and purposes of the Core. Peter Drucker deals with this subject in The Age of Discontinuity,[37] in a chapter entitled, "Has Success Spoiled the Schools?" He sees the challenge to education as one posed by "the imminent conflict between extended schooling and continuing education." His use of the term "continuing educa-

tion" corresponds to the activities described in the Periphery, while "extended education" refers to activities in the Core. In his view, a major characteristic of a knowledge society is the need for the need for the "frequent return of the experienced and accomplished adult to formal learning." But the traditional educational system does not lend itself so easily to such a shifting of purposes.

> If educators give any thought to the question, they assume we should have both over-extended schooling and continuing education. But the two are actually in opposition. Extended schooling assumes that we will cram more and more into the preparation for life and for work. Continuing education assumes that school becomes integrated with life. Extended schooling still assumes that one can only learn before one becomes an adult. Continuing education assumes that one learns certain things best as an adult. Above all, extended schooling believes that the longer we keep the young away from work and life, the more they will have learned. Continuing education assumes, on the contrary, that the more experience in life and work people have, the more eager they will be to learn and the more capable they will be of learning.[38]

Here lies the conflict between the Core and the Periphery. Much of the traditional thinking regarding education in the Core conceives of education as a preparation for life, as ending with adulthood, and as measurable in terms of the number of years spent in school.

The learning force concept leads to a contrary view of education. It challenges the basic purposes and goals of the educational system, and brings to the forefront such basic questions as who is to be educated? At what time in life? In what type of programs? For what purposes? It challenges the monopoly which the educational establishment has had over public resources. It poses questions for our traditional measures regarding "educational attainment" and challenges the primacy of credentials as a measure of that attainment. It challenges the monopoly which the educational establishment has had over both public resources and the determination of educational sequences and content. By bringing into reckoning a vast array of alternative educational programs, it presents the possibility for an innovative

and creative approach to planning for education which can better serve the needs of both individuals and society.

The Periphery--Alternatives for the Future

The dominant characteristic of the Periphery is its variety, both in terms of the programs offered and the types of participants served. At one extreme, there are "Head Start" and other pre-kindergarten programs for the very young; at the other, adult programs for the middle-aged; and in the middle, "make-up" programs for drop-outs. At one extreme there is training for the poor, and at the other advanced management development for high ranking executives. Some of the programs have a long history, while others have only recently been created. Some of the programs are on the advanced frontiers of educational innovation, with more originality and flexibility than is usually to be found in the Core. Some are of much lower quality than anything in the Core--mechanical, routinized, and ineffective. Most of the programs award various forms of diplomas and certifications, but not the type of recognized degrees offered in the Core. At the same time, many of the institutions in the Periphery vary, from those which are accredited as members of national accrediting associations, to those which meet only the bare licensing requirements of different states. There is also a great variation in the time commitments involved in different programs, some equalling the Core programs in intensity of requirements and in length of time involved, while others are but of very brief duration. But most of the programs are not part of any sequential framework and involve commitments for a specified and limited time.

It is the great variety of the Periphery which affords possibilities for innovative approaches to planning for education. These programs offer an opportunity for individuals to choose a course of study which satisfied their needs and interests. Because they are not structured as part of an integrated system, individuals may pick and choose among a broad range of alternatives and also may choose different programs at different times. Because of the

lack of structure, there is also an opportunity for a great deal of experimentation and innovation.

In the variety of the Periphery lies its strength in providing innovative alternatives to the regular educational system. The programs in organizations, in proprietary schools, in anti-poverty programs, in correspondence courses, in educational television, and in general adult education offer the possibility of new approaches to education not possible within the Core. A number of issues serve to illustrate this point. When the groundwork was being laid for the War on Poverty in the early 1960's, special attention was given to devising programs for those who had been the drop-outs or rejects of the educational system. Since it was found that many such people were subsequently unemployed and possible unemployable, the decision was made to develop educational programs which would raise their educational level and make them more employable. The question for public policy was where these programs should be placed and what should be their content and orientation. The traditional school system was ruled out of consideration on the basis that it had failed in its original contact with these students, and that its programs and procedures were likely once more to alienate them. Consideration then shifted to innovation of a variety of educational programs specially tailored to the needs of the people being served. This was the thinking behind the programs, mostly educational in nature, which were instituted under the rubric of the "War on Poverty," such as the Job Corps, Manpower Development Training Programs, VISTA, Head Start, and The Neighborhood Youth Corps. As one observer of the operations of a Job Corps facility expressed it,

> . . . I have observed that new approaches to education for a changing world do not come easily to the mammoth establishment of our middle-class dominated educational world. The pressure for change usually comes from somewhere out in left field, and the location of left field keeps changing. Right now, left field is the War on Poverty. The so-called culturally deprived child sits in the eye of a hurricane that is shaking the foundations of education. For example, Project Headstart has already shaken loose an old, largely unquestioned, but indefensible notion that six years old is the

> earliest age at which formal learning should begin. For many years hence, nursery schools for middle-class children will undergo change in reaction to new research among nursery-age children who happen to live in the ghetto. Similarly, if we, involved in the Job Corps, can indeed construct a method of successful education for teenagers with whom established methods have failed, we will have helped make a fundamental contribution with implications far beyond the job Corps. The eventual beneficiaries of our experience will be the sons and daughters of the middle class far more than of the poor.[39]

Because the traditional school system has failed many of its students, attention must be given to creating new experiences outside that system. At the same time, the success of these new activities challenges many of the suppositions and practices of the Core and may contribute ideas that will help change them.

At the same time that adult education affects adults directly, it also provides the opportunity for affecting the home environment of children who learn in the Core. It is parents, and not the formal educational system, which has the greatest effect upon children. Educational programs for children which do not concern themselves with the realities of the situations in which the children spend the major part of their lives are bound to fail in achieving their objectives. It is through programs of adult education that parents and the learning environment of the homes can be directly affected. At the same time, there is the possibility of bringing education into the home through the offerings of correspondence courses and educational television. Television expecially offers the possibility, through formally organized classroom series and through taped series of learning exercises, for returning to the home the importance it once enjoyed as the central educational institution of society.

The Periphery also provides the setting for various forms of learning which are excluded from the Core. Programs in industry, government, and the military provide an environment for developing new approaches to programs of

training, re-training, general education, leisure uses, and retirement planning. It is not only in education that our understanding suffers from the limitations of previous approaches. Our traditional notions of job and work, of occupation and career, of leisure and recreation have been challenged and undermined by the vast transformations taking place in modern society. And the impact of these changes poses problems and hardships which surpass the capabilities and understanding of many of those affected. Many of the difficulties associated with rapid economic and social change could be dealt with in educational programs offered in either the organization itself or by subsidizing the individual to attend programs outside the organizations.

Our discussion of the Periphery has led to a number of suggestions regarding the implications of the Learning Force concept. The concept of the Learning Force has direct relevance to our understanding of what education is in a modern society, of the changing relationships between education and the future development of society, of the purposes and functions of educational planning, and of the new possibilities for personal development. Activities in the Periphery provide the basis for developing a new framework for the consideration of educational policy. A consideration of the total Learning Force provides the basis for making an accurate assessment of the true dimensions of education in American society, not only regarding enrollments, a matter which has been emphasized in this paper, but also comprehensive estimates regarding total educational expenditures and total educational employment. A consideration of the total learning force also provides the basis for making more rational decisions regarding policy for the Core as well as providing the basis for new initiatives in the Periphery. The specific ways in which this might affect policy are matters left for future consideration.

NOTES

1. Harold Lasswell, Politics, Who Gets What, When, How, McGraw-Hill Book Company, Inc., 1936.

2. A discussion of concept obsolescence and social change is presented by Bertram M. Gross and Michael Springer, "New Goals for Social Information," The Annals, September 1967, Vol. 373, pp. 208-218. The article is part of a special edition "Social Goals and Indicators for American Society," edited by Bertram M. Gross.

3. Toward A Social Report, U. S. Department of Health, Education, and Welfare, U. S. Government Printing Office, 1969.

4. Ibid., p. iii.

5. As quoted in Wilbur Cohen, "Education and Learning," The Annals, September 1967, Vol. 373, p. 83.

6. Albert B. Biderman, "Social Indicators and Goals," in Social Indicators, edited by Raymond A. Bauer, M.I.T. Press, 1967, p. 78.

7. Jules Henry, Culture Against Man, Random House, 1963, p. 283.

8. Digest of Educational Statistics, 1968 Edition, United States Government Printing Office, 1968, Table 18, p. 15.

9. Ibid., p. III, Foreward (emphasis my own).

10. Ibid. Tables 2, 3, and 29, pp. 2, 3, and 28, and Projections Educational Statistics to 1976-1977, 1967 Edition, U. S. Government Printing Office, Tables 6 and 10, pp. 13 and 17.

11. The Digest, Ibid., Tables 4, 29, and 84, pp. 4, 28, and 70 and Historical Statistics of the United States, Colonial Times to 1957, U. S. Bureau of the Census, Washington, D.C., 1960, Series H223-233, H383-394, and H316-326.

12. The Digest, Ibid., Tahle 4, p. 4.

13. Victor F. Fuchs, The Service Economy, National Bureau of Economic Research, 1968, p. 1.

14. Daniel Bell, "Notes on the Post-Industrial Society," The Public Interest, Winter 1967, p. 28.

15. Technology and the American Economy, Report of the National Commission on Technology, Automation, and Economic Progress, U. S. Government Printing Office, 1966, Vol. 1, p. 30.

16. The Digest, op. cit., Table 9, p. 9.

17. The Digest, Ibid.

18. "Projections of Educational Attainment 1970 to 1985," Current Population Reports, Bureau of the Census, Series P-25, No. 390, March 1968.

19. Fritz Machlup, The Production and Distribution of Knowledge in the United States, Princeton University Press, 1962.

20. Michael Marien, "Notes on the Education Complex as an Emerging Macro-System," Educational Policy Research Center, Syracuse University, Technical Memorandum No. 5, April 1969, p. 2.

21. Machlup, op. cit., p. 51.

22. Malcolm Knowles, The Adult Education Movement in the United States, Holt, Rinehart and Winston, Inc., 1962, p. 251.

23. "Participation in Adult Education," Current Population Survey, Bureau of the Census, Circular No. 539, U. S. Government Printing Office, 1959.

24. John W. C. Johnstone and Ramon J. Rivera, Volunteers in Learning, Aldine Publishing Company, 1965, pp. 1-2.

25. Ibid., pp. 49-50

26. Wilbur Cohen, op. cit., p. 83.

27. The Learning Force, unpublished set of tables regarding composition, size, employment and expenditures of the Learning Force (mimeo). These tables were prepared by this writer under the direction of Professor Bertram Gross and were issued by the National Planning Studies Program in collaboration with the Educational Policy Research Center at Syracuse.

28. Thomas Van Sant, "Adult Education and the U. S. Office of Education," unpublished paper, submitted as part of an appendix to the report, Adult Education in the United States, a study conducted under the direction of A. A. Liveright.

29. A. A. Liveright, A Study of Adult Education in the United States, The Center for the Study of Liberal Education for Adults at Boston University, 1968.

30. Ibid., p. 119.

31. Directory of Adult Education Organization 1968. The Library of Continuing Education at Syracuse University, 1968.

32. Burton R. Clark, Adult Education in Transition, A Study of Institutional Insecurity University of California Press, 1968.

33. Ibid., p. 58.

34. Bertram M. Gross, The State of the Nation, Tavistock Publications, London, Great Britain, 1966, p. 139.

35. Albert D. Biderman, "Social Indicators and Goals," op. cit., p. 26.

36. Research is currently underway at the Educational Policy Research Center At Syracuse under the direction of James Byrnes, regarding alternative methods of financing post-secondary education. A central concern of the Center is the way in which a consideration of the Learning Force and especially the activities in the Periphery provide a basis for innovating alternative programs of post-secondary education.

37. Peter F. Drucker, The Age of Discontinuity, Harper & Row, 1969.

38. Ibid., p. 323.

39. Lyle M. Spencer, "The New Social-Industrial Complex," appearing as Section VI-3 in Higher Education in the Revolutionary Decades, edited by Lewis B. Mayhew, McCutchan Publishing Corporation, 1967, p. 441.

ncb
National College of Business
Phone 605 - 348 - 1200 321 Kansas City St. Rapid City, S. Dak. 57701
Midwest's Finest Career College

H. D. Buckingham
President

April 3, 1970

Senator George McGovern
Room 362
Old Senate Office Building
Washington, D. C. 20510

Dear George:

Two documents came to my attention today. The first is an article written by Lloyd H. Elliot, President of George Washington University.

Mr. Elliot says that the answer to our public schools and college problems rest in diversion of a greater responsibility to private enterprise.

> 'It is now time to add still another variable to formal education: the entry on a wide front of private enterprise into the formal programs of the nation's schools and colleges."

Mr. Elliot then proceeded to exemplify the success and services of proprietary Business Colleges.

The second document is a bulletin dated March 25, 1970, from the United Business Schools Association, Washington, D. C. It calls attention to the difference between what we all read more than a month ago as to what Nixon said and what his bill presented to Congress proposes. I enclose a Xerox copy of pages 2 and 3 of the bulletin and hope you will find time to read it.

The National College of Business is a proprietary organization. This coming fall we expect between 1,000 and 1,200 students whose education would be adversely affected if the accredited proprietary schools are downgraded by Congress as suggested in the Nixon Bill.

The Governor of the State of South Dakota, in a public address last fall, commended NCB for its excellence in training students. He said that it is comparable to that of any of the state public colleges without any public cost.

I hope that when this legislation comes up for consideration, you will do what you can to avoid discrimination against students attending proprietary schools and colleges.

Sincerely,

NATIONAL COLLEGE OF BUSINESS

H. D. Buckingham
President

HDB:Ketterling

Enclosures

at the discretion of the Secretary of HEW and not as a right of the student.

HERE'S WHAT NIXON SAID!

"Throughout this message, I use the term 'college' to define all post-secondary education -- including vocational schools, 4-year colleges, junior and community colleges, universities and graduate schools."

"With the passage of this legislation, every low-income student entering an accredited college would be eligible for a combination of Federal grants and subsidized loans sufficient to give him the same ability to pay as a student from a family earning $10,000."

HERE IS WHAT THE NIXON BILL PROPOSES!

Title IV of the bill gets off to a good start by peremptorily repealing the College Work-Study and NDEA Loan Programs.

Then the "shell game" begins. But don't forget the Nixon references to a broad meaning of "college" and "any accredited college"!!!

"Participating Institutions of Post-Secondary Education"

Part A of Title IV introduces this new phrase -- participating institutions of post-secondary education -- beginning with Section 401. Everything reads beautifully until you find the definition of it in Section 407 which reads like something out of the Internal Revenue Code.

Incorporated by reference is Section 435 of the Higher Education Act, as amended in 1968, which defines:

an eligible institution -- Section 435(a)
an institution of higher education -- Section 435(b)
a vocational school -- Section 435(c)

BY DESIGN NOT OVERSIGHT

This newly proposed definition of a participating institution refers:

by mandate to Section 435(b) -- which includes only non-profit schools
by discretion of the Secretary of HEW to other Section 435(a) schools -- which means the proprietary schools.

So in effect, and as of right now, students in accredited proprietary schools are all but relegated to high-cost unsubsidized insured loans.

SECONDARY MARKET

The National Student Loan Association, similar in concept to the Federal National Mortgage Association, would be a private, profit-making corporation which

would purchase student loan paper from financial institutions and from post-secondary educational institutions. It would finance these purchases by issuing dividend-paying stock on the private market which would be Federally guaranteed. The corporation would raise capital through sale of its stock to educational and financial institutions and private foundations.

The purpose of the new association, a Bureau of the Budget spokesman said, would be "to increase liquidity in the student loan market, thus enabling lenders to increase the total amount of loan money available to students, and thereby making loans more accessible to all students." Administration spokesmen estimated the association would be able to furnish up to $2 billion in student loans in the first academic year the plan is put into effect.

LOAN AMOUNT INCREASED -- TERM EXTENDED

The bill would increase the annual maximum student loan from $1,500 to $2,500. It would extend the repayment period to 20 years.

Under the Administration proposal, students whose family income is below $10,000 would be eligible for subsidized*loans, similar to the present NDEA loans. All subsidies on the guaranteed loans would be eliminated -- that is, the interest payments while the student is in college and the subsidy to the banks when the going market rate exceeds seven percent.

The student would not have to pay interest on a guaranteed loan while he is in college, but the interest would be deferred and added to his payments after graduation. He would have to pay whatever interest rate is being charged, but the proposal would permit him to refinance his loan if interest rates declined.

*Except, of course, for business school students, who would only be eligible upon a finding by the Commissioner of the USOE

> "that such institution is training students in an occupation determined by him to make an especially significant contribution to meeting the needs of the national defense or welfare, and in which there exists a shortage of qualified manpower within the United States."

In other words, a student from a poor family can automatically get a subsidized loan to pursue a college degree in Chinese art but it takes a "finding" by the USOE involving national defense needs or welfare and a labor shortage for a disadvantaged or poverty student to learn how to make a living as a secretary, draftsman, or mechanic!

BUT REMEMBER WHAT MR. NIXON SAID!

> *"Too many people have fallen prey to the myth that a four-year liberal arts diploma is essential to a full and rewarding life, whereas in fact other forms of post-secondary education -- such as a two-year community college or technical training course -- are far better suited to the interests of many young people."*

Do you think the NIXON BILL squares with the NIXON RHETORIC?

WALLACE F. BENNETT
UTAH

TOM C. KOROLOGOS
ADMINISTRATIVE ASSISTANT

United States Senate
WASHINGTON, D.C. 20510

COMMITTEES:
FINANCE
BANKING AND CURRENCY

JOINT COMMITTEES:
ATOMIC ENERGY
DEFENSE PRODUCTION
INTERNAL REVENUE TAXATION

SELECT COMMITTEE:
STANDARDS AND CONDUCT

September 30, 1970

Honorable Claiborne Pell
Chairman
Senate Subcommittee on Education
U.S. Senate
Washington, D.C.

Dear Claiborne:

Enclosed is a letter from Mr. L. R. Stevens, President of Stevens Henager Business College in Utah, concerning the need for a secondary marketing mechanism to provide new loans to students who are presently priced out of the market.

I would appreciate it if you could give his recommendations careful consideration when reviewing your own legislation or the House version which is now in the Education Subcommittee.

Sincerely,

Wallace

Wallace F. Bennett

WFB:by

STEVENS
HENAGER
COLLEGE
A JUNIOR COLLEGE OF BUSINESS
ACADEMIC EXCELLENCE SINCE 1907



The Honorable Wallace F. Bennett
United States Senate
Washington, D. C. 20510

RECD SEP 24 1970

My dear Senator Bennett:

I am writing to bring to your attention the problem which is developing in connection with the insured student loan program in Utah and to suggest a way which you might be of assistance to many students who would like to attend college this fall under this valuable and worthwhile program.

As you are probably aware, the banks in Utah have slowed down almost to a complete halt on the granting of insured student loans because of the liquidity problem in the loaning market. These loans are not as attractive as other loans because of the interest rate and the long pay-out period.

There is a bill which could be passed to help solve this liquidity problem. The special Sub-Committee on Education on the House slide is now marking up a measure, H. R. 18849 which includes a provision for the establishment of a secondary marketing measure to help with the encouragement of additional funding for insured student loans.

I understand that the Senators serving on the Senate Sub-Committee on Education seem to be somewhat unimpressed with the need for speedy action on the enactment of a secondary marketing mechanism to provide this liquidity to eligible lenders. Although I realize that you are not on this particular committee, I am wondering if you would use your relationship to any of the Senators on this committee to draw to their attention the urgency of enacting some measure to provide this secondary market so that the banks in Utah can once again assist students who need this kind of loan in order to obtain their college education.

I might point out that the insured loan program is particularly important to students who want to attend a private school, such as Stevens Henager College, since this is about the only federally-supported program for which our students are eligible. Although these insured loans were not intended to be loans of need, for students attending private schools who are for the most part from families in the lower socio-economic class, the loans very frequently become financial aid of the greatest need.

I sincerely hope that you may find it possible to take time to see if you can encourage your colleagues on the Senate Sub-Committee on Education to hurriedly

350 SOUTH SEVENTH EAST • SALT LAKE CITY, UTAH 84102 • TELEPHONE 364-7791
SALT LAKE CITY AND OGDEN, UTAH

consider enacting a secondary marketing mechanism to help solve the insured student loan program for many needy students in Utah so that they can start or continue their education this fall.

Respectfully yours,

STEVENS HENAGER COLLEGE

Roy Stevens

L. R. Stevens, President

LRS/alm

Mr. FULTON. We realize, Mr. Chairman, that there are many large policy questions which have been discussed by many of the witnesses before this committee. You have heard them in the past; you will hear them in the future. Some day we would like to be in a position to devote our allotted time to sharing our views on what we feel is important on these issues.

But for the present, we must, on behalf of the students which we attempt to serve, be realistic and confine the bulk of our remarks to the specialized problems of asking this committee to favorably hear, one, providing access to the economic opportunity grants program for needy students in accredited proprietary schools; two, the removal of the $190 million entry level figure for the national defense student loan program; and, three—and this is very crucial, illustrated in comparing the definitions in two bills that you have introduced, S. 366 and S. 1969—is the establishment as a matter of policy two working definitions of what would constitute an "eligible institution."

One would be to govern programs of students aid and the other would be to govern programs of institutional aid.

As you know, we have never sought from this committee or from the Congress, nor do we now seek, subsidies or support for proprietary, tax-paying educational institutions.

All we have ever sought and all we seek today is equality of access to the student aid programs for the benefit of students enrolled in our particular type institution.

Mr. Stevens is president of a proprietary, 2-year institution in Utah. It is certified by the State of Utah for the credentialing of business education teachers, and graduates of the school sit for the CPA exam.

The graduates go to work on the same par as graduates of other 2-year institutions, such as computer programers and accounting technicians.

We have a variety of schools right here. Mr. Gaebe, on my far right, is president of a nonendowed, nonprofit degree granting institution, again, one which is totally 100 percent dependent on tuition income.

On my left, Mr. Weber and Mr. Sullivan administer a 1-year proprietary, tax-paying business school. Mr. Devaux has a 2-year proprietary business school. I think you will find the full range here.

We feel there should be a diversity in educational institutions.

We find in the President's message a call for such diversity.

We find in Mr. Finch's testimony on May 12 a call for this diversity.

But, unhappily, if we were just to discuss S. 3636, the administration bill, what the President said, what Mr. Finch said, what Mr. Allen said, and what Mr. Muirhead said, doesn't quite match what the bill says.

This committee heard testimony in 1965 from Dr. Kenneth Hoyt, the former president of American Personnel and Guidance, and he feels that there should be no particular commitment to any special kind of institution, but that the student should be informed of all the options, and the student should be the primary decisionmaker.

To recap, this committee began to listen to us in 1964. In 1964, the NDEA student loan program was couched in terms that if you were not on a baccalaureate program, you could not avail yourself of NDEA student loans.

As a first step, it amended the NDEA to permit terminal students in our nonprofit institutions to have access to the NDEA student loan program.

Then in 1965, the guaranteed loan program was enacted, which was the first U.S. Office of Education-administered program to which students in accredited, proprietary schools had had peer participation and equal access.

I might add that in that same year the single biggest scholarship program in the United States, the social security dependent survivor program, was also enacted, and there was nothing unique, there were no problems that our students had equal access to that program.

Of course, that program is administered by a different agency in HEW and, therefore, there isn't always lateral communication.

Then in 1968, two additional steps were taken: The college work-study program was opened up to the students in our schools and in theory, if not in fact, the NDEA. We have been very disappointed that although our students have access to the NDEA, because of the $190 million entry level they are not there in fact, even though the schools have to go through the agony of putting in the applications.

Mr. Weber has served on the regional panel with the region 3 USOE group in Atlanta. I think we are basically here today to ask this committee—and when we thought this out we were only asking that you expand the program to include our students in the full package—for access to EOG.

Little did we believe that the administration would introduce a bill to eliminate our students from present programs. This came as a real shock.

The administration bill, S. 3636, would repeal the access of our students to college work-study programs and to the NDEA, and, furthermore, would make them second-class citizens insofar as the subsidized insured loan program.

I will get to that later.

On pages 4 and 5 of the statement are some technical suggestions in the event the committee makes a policy decision to open up EOG to students in accredited proprietary schools.

This would be the technical language that we would suggest for the amendment of the law.

We feel that there is ample precedent. As Senator Schweiker knows, Pennsylvania was the first State to open up scholarships to students in proprietary business, trade and technical schools.

I have, as an example, attachment A–1 and A–2 which is, in fact, the procedure in Pennsylvanie.

New York has a merit scholarship program which includes our students.

As a matter of fact, I have a list of 24 programs, nine of which are under contract training programs with proprietary schools, and 15 which are student programs. Of these, eight are cash payment programs to students. They are all the dependent survivor program, social security, railroad retirement, FECA, and then, of course, the war orphans, the veterans, the war widows, all of these programs.

So I don't think there is anything unique. I think what we are asking you to do is to round out the package and allow us to administer these programs so that we don't have to overload, for example, the college work-study program, and make it do some things that it was not designed to do.

The guaranteed loan program is invariably described as loans of convenience for middle-income and upper-income students.

Just as an example, I cite the oral testimony of Mr. Muirhead on May 12. All I can say is that for the students in our vocational schools it is a program of necessity because they do not have realistic access to NDEA. They do not have EOG.

We have only had college work-study in operation for the past year. These so-called loans of convenience are loans of necessity. It is intriguing that with these students, which Dr. Hoyt in his testimony has shown, and which we have statistics to prove, and which Mr. Muirhead admitted, 50 percent of the insured loans go to people from families with less than $10,000 a year income, are forced to go into debt because they do not have access to EOG.

The low income, the lower socioeconomic type of student predominates in our type of school.

The Office of Education spent $185,000 to quantitate and identify the success of the insured loan program. I would call this committee's attention to one of the major conclusions of the Lybrand study on page 7:

> In proportion to total student enrollment, the highest demand for insured loans was usually found in vocational schools, where availability of other forms of financial assistance is relatively limited.

They also found that—

> Many of the lending institutions have restrictive policies on making loans to students in these schools.

I don't know why. Mr. Sullivan can show in his area the banks are delighted to make these loans. The kids are not going to graduate school but go to work immediately and begin paying them back very soon.

I have already been through the NDEA student loan problem. All I can hope is that we can have realistic access for our students. Mr. Weber will talk about the college work-study program.

I think, again, we are unique in that the student cannot work for the institution, but he must work off-campus in a career-oriented job for public service agencies.

I would get at the very problem of statutory definitions, also. Every time we look at a bill, before we look at the thrust of the bill we have to look at who gets invited to participate.

Sometimes it is deliberate, and sometimes it is unintentional. I think comparing the two Pell bills, S. 366 and S. 1969, points out the problem. Actually, in S. 1969, there is nothing in any of the language that directly cites section 1201 of the Higher Education Act, but one must read part A of title IV, the Higher Education Act, to find that definition is governed by section 1201 rather than section 461(b).

I would add also that, frankly, I think the definition of S. 366 is too wide open. I say that because it provides too many possibilities in lieu of accreditation. Some day we are going to have to get away from these three letters from accredited institutions alternative.

There are some problems that maybe this committee some day will want to have separate hearings on.

Again, I would say I would hope this committee would consider as a matter of policy adopting one definition that would say this is for student programs, and another one saying this is for bricks and mortar.

Again, this is inadvertent by many people. On page 12 of our statement I quote some correspondence between myself and Dr. Weis and Dr. Rivlin, in their writings. They say since tuition never covers the full cost of higher education, they would favor a cost of education allowance to the institution taking the federally-aided student, which is the other half of your S. 1969.

I wrote them about this and they acknowledged that they just overlooked it and forgot that in proprietary schools and nonendowed, nonprofits, the tuition is 100 percent of the cost of operation.

I have alluded to the MDTA programs on tuition. But you can see there that the cost is $1,132, total cost. Everybody is always a little surprised when they find that every year the Office of Education entrusts to me, personally, Richard Fulton, as a project director, about $500,000 of Federal money to be spent in a national research and development MDTA contract.

In our first years, we were to improve procedures on the paperwork with the idividual referral system which has been of great interest to Senator Prouty on this committee, and our current Project Upgrade. Upgrade preceded by a year much of the talk about upgrading underemployed people currently going on.

I would submit that if we can spend money through MDTA, I believe the same schools can be entrusted to spend the money through EOG.

As to the accountability to our students, all I can say is they are equally acceptable for the various career programs sponsored by the U.S. Civil Service Commission such as the junior Federal assistant. They are hired as GS–5's on a par with junior college graduates.

So I would say the proof of the quality of the education is in the employability of the student.

I would also add that some people would probably consider our programs possibly less than fully successful because our students are busy studying. We don't know of any rioting, confrontations, or coalitions that are going on in our schools.

As Dr. Hoyt found, our students are highly motivated. In fact, one of the best sources of our students are students who have had one or more years of what is commonly called college. In fact, this committee, in 1964, in its report, found that on an average, 20 percent of the students in our schools come to our schools after having had one or more semesters in what is called college.

Society today says you must have a bachelor's degree. We are all victim of the bachelor's degree ethic.

I have attempted to point out the differences between what the President said in his message on education and what the bill says.

I won't belabor the committee with the obvious.

I would also say that Mr. Finch's testimony, again on what he says the bill will do and what it actually does, an expression which is a favorite of Speaker McCormack, I have a minimum of high regard for the accuracy of the staff work that allowed the Secretary to make those statements.

I think it is also interesting that the President and the Secretary note that they want to eliminate this onus of second-class citizenship for anyone who opts for less than a baccalaureate degree.

Then at the same time, they would strip out peer participation or access as a right to the subsidized insured loan program, and then in

another committee hearing on MDTA, the Assistant Secretary of HEW suggests that they can get more mileage out of the insured loan program under MDTA. We quote Mr. Black's testimony in our statement.

If you are going to get a bachelor's degree under S. 3636, you have an absolute right, other things being equal, to a subsidized insured loan.

But if you want to learn to be a secretary, an accounting technician, or a welder, the Secretary has to go through some convoluted finding of national defense, public welfare, labor shortages, and everything else before you can get a subsidized insured loan.

I remember on March 12, you referred to the possibility that maybe there might not be time for an omnibus complete package, but I would respectfully and urgently suggest that if you could pull out, as Congressman Erlenborn has suggested in his measure H.R. 17198 in the other body, the secondary marketing proposal and the warehousing provision for the insured loan paper—I would suggest that "Sally Mae" is a little more preferable terminology—I would suggest that this would be a top priority item.

There are a number of developments in business schools. Many of the States are according them the affirmative authority to grant associate degrees. Possibly this is all part of our credentials society.

Again, I refer to what is called the politics of nonconsideration. I would say that this morning exemplifies—we have been here many times—the most relaxed environment in which we have ever appeared before this committee. Each time the committee has given us a little more time to tell the unique aspects of our story.

I think, therefore, insofar as this committee and the Congress, we can no longer claim the politics of nonconsideration. I do suggest that there are some people, and I hate to indulge in a conspiracy theory, that no matter how much we talk about the merits of the program, or what we do, or how successful our students are, I guess like any minority group we have to do about twice as much to get about half as much recognition.

If you have some questions of me, or if you would like, for example, the other witnesses to make some short statements, I would leave it up to you, sir.

Senator PELL. Thank you.

I, too, am very glad that you are here. A noteworthy point I wish to make as chairman of this subcommittee is that while the witnesses are interested and the Senators are interested, the general public is sublimely uninterested until the time comes.

I think the record should show that if you add together the number of witnesses who are here on the panel, and the number of Senators, skipping the staff—just witnesses and Senators—totaled, a moment ago, four times the number of the public and the press who are here.

I think this is sad because the problems that we are dealing with in education concern our people as much as any other subject.

That is one of the reasons why I am so very proud to be chairman of this subcommittee.

I thought we might hear any other statements that are to be made and then we will direct our questions.

Mr. FULTON. With your permission, Mr. Sullivan would like to talk about the actual operation at a business school of student financial aid programs as they presently exist.

Then Mr. Weber would like to discuss some experiences of the college work-study program.

Mr. SULLIVAN. First of all, I won't talk long, because I didn't know until 10:30 yesterday morning that I would be here, when Dr. Ryan had other commitments which kept him from coming.

Senator PELL. Don't forget the admonition of Woodrow Wilson. He said something to the effect of, If you want a long speech, I can give it to you right away, but if you want a short one, I will have to prepare it.

Mr. SULLIVAN. Right.

I would like to describe what type of school Sullivan Business School is. We are a private, coeducational, 1-year school of business, with a student body enrollment of approximately 600 students, 400 full and 200 part time.

We serve approximately 800 to 1,000 students in the inner city area of Louisville, Ky. Our college is located in the downtown business district which has close proximity to the lower income minority group students.

We feel a definite need for the national defense student loan program and the national guaranteed student loan program on the following statistics, and we had done these prior to this hearing. We did this for our HEW allocation form papers.

I would like to give you briefly an idea of what the problem is that we run into. It is a critical one for our students, not the school, particularly.

At our school in 1967–68, we had 173 students request financial aid. We were only able to meet, through the guaranteed student loan program, a total of 58 of these students' financial aid. We also gave at that time, which was prior to the college work-study eligibility, a number of workshops and grants ourselves out of the tuition funds, not out of endowments or other Federal programs.

Of those 108 students, 43 were from rural Kentucky, 17 from rural Indiana, 29 from Metropolitan Louisville. An additional 19 students applied to us but then could not come because they could not get money any place. They did not qualify for guaranteed loan.

In other words, 17 percent of our student body were able to receive a guaranteed student loan, and that was all.

ELIGIBILITY FOR GUARANTEED LOAN

Senator PELL. Only 17 percent of your student body was eligible to receive it?

Mr. SULLIVAN. No; were able to receive it.

Senator PELL. Because of the amount of money involved?

Mr. SULLIVAN. No, because of the banks not participating or because their parents did not deal with a bank and the bank refused to grant them a loan. They did not have access. Many rural banks at that time did not participate. Only one or two large city banks were involved.

Senator PELL. Under the bill we passed last year, has the situation improved?

Mr. SULLIVAN. Yes, it has changed, although you still run into individual problems. If they don't want to make the loan, they will find a reason for not making it.

Senator PELL. On the other hand, you can't force a bank to make a loan.

Mr. SULLIVAN. That is right. It is a difficult situation for the student.

Quickly, yesterday before we came up here, we made a survey of our 1970–71 class which will be entering 2 weeks from now in our June class.

You must remember we operate year-round, which the public schools are finally coming around to. We have done this for 100 years, for allocation of facilities.

We found that of the students applying for the guaranteed student loan, 26.8 percent of the families had adjusted gross income of under $2,900; 54.9 percent of the students applying for the guaranteed student loans had incomes under $5,900. Only 9.9 percent was between $6,000 and $7,400, and only 4.2 percent between $7,500 and $8,900.

There were 4.2 percent between $9,000 and $11,900. None of them reached up to that $15,000 adjusted gross figure.

What we are saying is that 81 percent of the students who applied for the student loans at our schools had incomes of less than $6,000 a year in their family. Ninety-six percent had incomes of less than $9,000.

For these 80 students, using the group under the $6,000, these weren't loans of convenience which the bill was intended for, for medium-income people; these were loans of necessity. So we are saying without aid of this type, over 80 percent of these students that have applied for loans this year could not have gone to school at all.

This is going to approximate 22 percent of our student body which will start in June-September.

Mr. Fulton mentioned to you what the bankers feel. Mr. Muirhead mentioned that the bankers had some reasons for not allowing vocational schools to get loans, but in our case we found it is the opposite.

With tight money, the bankers want the money back so that they can loan it again to the student or loan it to somebody else.

So the bankers in our area are showing preference to our students and in our case our students are paying off their loan prior to the 9-month grace period.

We are saying that the insured loan program is definitely needed, and with access to the national defense loan program we will be able to better help these students that can't get loans at banks because their parents don't have accounts.

I will turn over to Mr. Weber next. He is the vice president of student affairs and chief financial aids officer. He served on the USOE Region 3 Higher Education Review Panel.

He is going to talk to you and provide you with additional information about the college work-study program and how it really works. I think this is important to you.

Does the thing work at our level the way it is supposed to? and does it really help? I will turn this over to Mr. Weber.

Mr. WEBER. I would like to thank the chairman for the opportunity to speak for the low-income youngster. As we said, 80 percent of these youngsters that we are helping are real low income.

The role of work-study at a college of our size and the nature of our situation causes us to attract the low-income individual who is interested in short-term education and success or employment soon.

We draw many of these young people, in our situation, from making efforts to work with community action commissions, to work with pilot cities programs and Urban League programs, Youth Opportunity centers.

We regularly get referrals from these agencies who have a youngster who is looking down the road with no chance, who we can take the college work-study and couple it with, if we can get it, a guaranteed student loan and help this youngster gain education.

But initially, because of our situation of not being able to couple college work-study with NDSL or the EOG, we have had to lean toward too much aid from college work-study.

HEW suggests that the money be spread widely, but at the same time, they suggest that we help the very needy low-income student.

You take a low-income student from less than $5,000 or $6,000 a year, and you have to help this student totally. But then HEW suggests that you don't make college work-study grants larger than an average of $500 or $600 when this student's cost nears $1,000.

What do you do with college work-study if you are going to help low-income people who, because of nonbanking or because of family situations cannot get guaranteed student loans, have to go to college work-study?

In our initial year, 90 percent of our students on college work-study were low income. By this low, I emphasize low.

For an example, a young lady we have taken out of an ADC situation, out of a poverty situation with a family income in 1969 of $1,800 a year. In 9 months, through college work-study, this young—and I emphasize—black young lady has taken herself from poverty to a job beginning this Monday at $4,200 a year.

I emphasize another situation of a young lady where the family income was $6,000 a year but there were six children. She, too, in 9 months, went from this situation to $4,200 a year.

There is another situation of a young lady whose family was bankrupt because of excessive medical bills on her mother's hospitalization. The family income was $5,000 a year, with three children and the bankruptcy.

This young lady, through coupling of college work-study and the guaranteed student loan, has been able to enter the labor market in 9 months' time.

These are the kinds of things that we have been able to do with young people, with the college work-study. Our experience with the nonprofit agencies has been superb in that we have had cooperation from agencies such as muscular dystrophy, settlement houses, community chest agencies, libraries, Social Security Administration.

I have found that as word is circulated, these agencies come to us and say, "We need a person like this." I emphasize again that the accredited proprietary institution must go totally off-campus.

Several agencies have agreed that they will even pay the bus fare for a student to get to them so that they can both get a young person like this and help a young person like this.

Without college work-study I can submit from experience that a number of students will get no help whatsoever. They cannot get the guaranteed student loan program even though the intent of Mr. Kennedy's insertion was that you cannot eliminate a young person because his family does not bank with a bank. This has made little impression on local banks.

The college work-study should, by HEW's suggestion, be coupled with national defense student loans and EOG, but at present, we in the proprietary schools are unable to package these financial aid programs

in accordance with USOE policy because our students are statutorily excluded from EOG and practically from NDSL.

I submit, how do you help a very low-income youngster if all you can provide him is work-study which will pay his tuition, when you are talking to a young, poverty youngster, who we are really trying to help?

How do you pull him into education if all you can say is "We pay your tuition." His questions are: "How do I get to school? How do I buy my lunch? What do I wear?"

Without expansion and continuation of the CWS, EOG, and NDSL package programs these students are the ones which will suffer, and these are the students which I am interested in seeing helped.

Senator PELL. Thank you very much.

Senator Schweiker has a question.

Senator SCHWEIKER. Thank you, Mr. Chairman.

In reference to Mr. Fulton's remarks, I think our chairman is very open minded, very hard working, and encourages a relaxed atmosphere. I am pleased to be associated with him on this committee.

I want to say, too, that I feel your basic thrust is certainly well taken. I share your concern about giving your institutions an opportunity for equal and fair treatment as far as the student-supported educational institution is concerned.

I think it is a legitimate request. I am sure the chairman does, too, or he wouldn't have scheduled this hearing in this way.

I am sorry that Dr. Ryan, the president of New Kensington Commercial School in Pennsylvania, and the president-elect of your national association, was unable to be with us.

I have a question I would like to ask about tuition costs. Obviously, tuition costs in colleges and universities have doubled in the last decade. Roughly, what have the fees gone to in proprietary schools? Can you give me a trend or index?

Mr. FULTON. Why don't we try the two end men? Mr. Devaux might have a response on that and then Mr. Gaebe. I am not an educator. I only speak for educators. I would defer the question to people who can really answer that.

Mr. DEVAUX. I would speak from experience. In our school I think tuition has probably increased about 60 percent, and probably overall in the business school area—and I am chairman of the business school section of the accrediting commission—probably about 80 percent over the country; not doubled.

Senator SCHWEIKER. Over the decade?

Mr. DEVAUX. Over the decade; yes.

Senator SCHWEIKER. About 80 percent nationally and about 60 percent in your particular situation?

Mr. DEVAUX. I would think that would be about right. I don't have any figures to back that up.

Mr. GAEBE. In our particular situation, ours has doubled in the last 10 years. It has gone up 100 percent. This is our one individual college.

Mr. FULTON. It seems to run currently about $900 an academic year in our schools.

Senator SCHWEIKER. That is an average?

Mr. FULTON. The last exhibit in the statement is a reproduction of a survey, a recent survey. Those schools that charge monthly seem to run about $70 a month. If you look in the first column, where it says

"Total Membership," and then if they charge quarterly, it is $274. Well, multiply that times three quarters and that seems to be about $835, something like that.

As I emphasized earlier, that is 100 percent of costs, whereas, in your average figures for public institutions, student tuition only represents about 15 percent of expenditure per student.

In a private institution, like my own, Tulane——

Senator SCHWEIKER. So tuitions in a public institution are really not equatable with tuitions in proprietary schools because tuitions charged in a public institution don't represent the total cost of the education being provided.

Mr. FULTON. Our figure does, but their tuition at a public institution does not.

Senator SCHWEIKER. You cannot compare the two realistically without looking at other factors.

Mr. FULTON. That is right.

Mr. SULLIVAN. Senator, if I might make a statement to add to that, it can be compared in the fact that if you would take the figure for the public school and multiply it by six, then that is the total tuition cost, if it is 15 percent or six plus.

They say $1,000, and they are talking about a total education cost of $6,500 a year in reality versus our figure of, let us say, $1,000 a year.

We are providing a year's education for one-sixth the total education cost to the students.

Senator SCHWEIKER. I think it also should be noted that there is nothing wrong with this at all. You even make a profit as well as offering education at such a low price.

Mr. FULTON. We pay taxes instead of consume them.

Mr. DEVAUX. Along this line, Senator, I was asked to talk about MDTA.

The reason we got into it in 1962 is we were invited to bid against the public school bid that was put in because the public school bid was exceptionally high.

I know that our bid for the clerk-steno course that we first put in and a retailing course that we put in was $8,300 as compared with a public school bid of well over $20,000.

We were invited to do this. We bid back and forth all summer and the Employment Service and the department of education of the State gave us the program because our bid was lower. It was about half.

Mr. FULTON. And you have continued to run a number of programs?

Mr. DEVAUX. We have had 14 such programs. The one thing I think about it is that in 1962, Cambria County was a high-employment area. There were plenty of jobs but no people for the jobs.

We had some 14 sections and trained about 220 people. Of those, 117 have been gainfully employed, according to our records.

TOTAL STUDENT BODY

Senator PELL. What is the number of your total student body across the United States?

Mr. FULTON. When I try to answer that, I hope you understand in the most exquisite George Orwell sort of terms, we have always been nonpeople insofar as the Office of Education statistics are concerned, because if they don't reimburse bodies; bodies don't exist.

This is why they will show you that office education has grown phenomenally, because only as of the 1963 amendments was it reimbursable. All of a sudden out of nowhere there are 5 million people in business education. They were always there; they just weren't reimbursed.

On the basis of our own internal surveys, we have reproduced at exhibit B–1 certain figures. This is on the basis of 348 school reports. There are 90,000 full-time students and 30,000 part-time.

I suppose if you put full-time equivalents, that would be about 105,000 full-time equivalents, and then if you interpolated this and tortured it around, in accredited schools today I would estimate that there are probably 150,000 to 175,000 full-time equivalent students. But you get so many figures.

Clark and Sloane, in their book, "Classrooms on Main Street," which includes avocational as well as vocation, say there are 35 million people outside the formal school structure.

I think probably if you were to combine—and even the proprietary schools have their hierachy, everything from business schools to barber schools, saying this with tongue in cheek—there are probably around 750,000 students in what Moses has called the periphery rather than the core of education, and they just don't get considered.

I remember Mr. Muirhead's amazement a couple of years ago when I was telling him how we got the definitions for the computer changed in the Office of Education. They used to define a student over 18 who wasn't in a college as an out-of-school youth.

You could have a completely advantaged girl attending Katherine Gibbs in Providence, who is the product of two college-educated WASP parents, and according to the USOE computer, she was an out-of-school youth. You could see how this could bias the figures. It is very indefinite.

Senator PELL. In other words, you are in sort of a no man's land between the core, which is the baccalaureate program, and the periphery which is vocational education?

Mr. FULTON. Not quite, sir. I would mean more the core is the vocational education establishment as it exists in State government, that run the Voc-Ed program of 1963.

Also the colleges that are accredited by the regional accrediting agencies might be the core of the establishment.

These are the opinionmakers. Then out in the periphery, or maybe possibly more properly the penumbra, would be all these extra-formal types of education such as ours which really do a very specific job but don't get counted.

For example, Mr. Gaebe has a reading institute that just doesn't appear in the statistics anywhere, industrial, in-house training.

Senator PELL. In the same sort of concept, where would be what I would call vocational education, the training schools for electricians and mechanics and programs of that sort?

Mr. FULTON. In terms of definition——

Senator PELL. In other words, blue-collar training.

Mr. FULTON. Blue-collar training, if it is carried out by an institution which is reimbursed or supported under the Voc-Ed Act of 1963, or if it is carried on in an institution which probably your definition under S. 1969, I would say that is automatically core.

But if it is an institution that is like us, that is always knocking on the door and saying, "How about our students, also?" this is periphery.

If you are not automatically thought of as being eligible to participate in these programs, then I would say you are peripheral.

Mr. Gaebe has had some experience in this area and I think he would like to comment.

Mr. GAEBE. I would like to make a general statement, if I may, for just a few minutes.

When I got on the plane this morning carrying a briefcase full of bills that had been presented and considered, I decided to write my own. I brought that for you today.

In my thinking about this, I would like to say that most all of my thoughts have already been expressed. I think we have reached the accountability stage in education. Education has been a sacred cow for a long time in our country, and because of what has happened recently, or perhaps over the last couple of years, financially and academically I think we have to talk in the accountability area.

I, therefore, think that our segment of education has something to contribute. Basically, we are vocational education, and there is nothing in education that is more accountable in itself than vocational education.

When our people go out into the world it isn't the piece of paper that they have or the degree that they have, but their ability to perform. This is accountability in its ultimate concept.

I also think that our segment of education deals with the middle class more than any other segment of education. I think in other segments of education, when we talk about the class system of the very rich and the very poor, where does the middle-income family fit into this education picture?

I think that the students in our school come predominantly from the middle class. They are dedicated students who have an accountability concept of their own. They are there to do a job.

They are not there to find out what they want to study. They are not there to spend time in order to determine what ultimately they will do.

They came with a purpose in mind. I think this type of education, these concepts in learning and the people that we deal with actually should be given a great deal of consideration because it is going to be a growing concept.

One of the big things in all government programs has to be the emphasis upon vocational education. Not everybody can be a doctor, a lawyer, a professional person. Without elaborating on all of this, I do have some suggestions as far as legislation is concerned. They were hastily put down this morning as I came down.

I think perhaps the best government bill that I have ever had experience with in my 23 years has to go to the GI bill of rights. I think that has traditionally been the most successful concept that we have.

There are certain things about the GI bill of rights which I think are important. Students have to accept their own accountability.

Students today, perhaps, do not feel responsibility. They don't feel that they really have any responsibility. They are given certain things and then not asked to measure up.

This is a terrible feeling, not to feel wanted or needed. Some of the things about the GI bill that I think are good points are that it is a

monthly payment plan. It can be stopped any time that you don't measure up.

There is an attendance factor in it. There is a progress factor in it. There is a deportment factor in it. There are all of these different factors on a sort of monthly basis.

They know how much they can get but they have to continually prove that they are eligible for it. Under the GI Bill of Rights we have pretty much eliminated any lack of freedom of choice. A veteran today can go to almost any institution that he chooses.

The criteria there has been made satisfactory to practically all educational institutions. There are still some little interesting things in it.

I don't know why you can't learn to be a bartender, but I would think that bartenders perhaps in some areas are needed personnel.

There are some limitations in it, but generally it is a very satisfactory type of bill.

It not only gives them the freedom of choice of school and the course they want to study, but they can go to day school, to night school, they can interrupt their education, they can come back, they can set their own length of training and their own objectives.

In asking a student to accept more responsibility, I came up with some other ideas. He gets his G.I. benefits because he has served 2 years or more in the military, or perhaps less.

If he were to receive a stipend to go to college, perhaps if he went into the service after he left college he could earn that stipend by performing military duty.

There are other ways that perhaps he could earn this stipend. We have VISTA, we have the Peace Corps, we have internship.

I think it is a concept in many places in the world that every young person, male or female, perhaps owes something to their country. If they are helped to get an education, perhaps instead of paying back in cash they can pay it back in some kind of service.

I actually believe that industry is being asked today to put up scholarships, but to put those in reverse. If you go to school and you graduate, and we hire you, we will pay your tuition, the debt you have incurred when you have gone to school.

I think industry, because of our capitalistic society, would like to have some accountability here, and I think they would buy this concept.

I think the income tax deduction which some of your bills include is a good concept. I think it should be perhaps at the minimum with the maximum option. The student would pay what he feels he can.

I could go on for a few others, but I think if you had such a concept in legislation where you would give the student a feeling of responsibility, and he would feel he was earning it as he goes, this would perhaps be a popular type of legislation.

Mr. FULTON. Before I ask Mr. Hart to make a few comments about accreditation, I would point out that I wonder if the committee has ever thought about the fact that student financial aid, as it is envisioned in the present Higher Education Act, is really almost a cottage industry. It is parcelled out and handled at each little institution when actually we have a transient, mobile society today.

Senator PELL. I would like to have everybody say what they would like to say and then we will question.

Mr. HART. I am going to pay attention to your admonition, Mr. Chairman.

Senator PELL. It is not an admonition. It is just that we all have several committees to attend at the same time and we are trying to do the best we can.

Mr. HART. Most of the bills are concerned with institutions which hold accreditation or become accredited. This is the measuring devict by which an institution is measured as to whether or not it is a quality institution.

Briefly, I want to give you a word or two about the Accrediting Commission for Business Schools. The Accrediting Commission is the only nationally recognized agency charged with the responsibility of providing this service to the independent business school field.

The commission is professional in its concept and works in close cooperation with other accrediting agencies. It is an autonomous body and is limited to one function, and one function only. That is, to accredit, where warranted, institutions predominantly organized to train students for business careers and offering at least one course of 1 academic year in length.

As a matter of fact, the bylaws of the United Business Schools Association, of which Mr. Fulton is the executive director, contains an enabling clause which authorizes the existence of the commission, and we have, like all accrediting commissions or agencies, groups of people who are experts in the field, and who evaluate the institutions.

At the present time, we accredit over 400 institutions. There are some principles involved in accreditation. Briefly, we can say that perhaps four items should be considered here. One is that each school or institution has a fundamental right to work out its own destiny in terms of its own special purposes and resources.

Second, that the right of the school to work out its own processes carries an equal responsibility; namely, that the institution must in reality be a school or a college and must measure up to those requirements.

Third, a school or a college is responsible to a wide variety of publics, such as the student body, the prospective students, the patrons, the parents, the faculty, the alumni, the State and, for sure, the general public.

In the main, these groups are not able to evaluate a school or college. That is why accreditation has come into being. I do not wish to go into the history of accreditation here at this time, but briefly, there are four steps in the accrediting procedure which virtually all accrediting agencies follow.

Those are: The establishment of standards or criteria by knowledgeable people; the inspection and evaluation of institutions by competent people to determine whether the school meets the standards; the publication of a list of institutions which meet these standards; and periodic reviews to ascertain whether or not the institution continues to meet the standards.

Accreditation, then, is a judgment by a commission or an agency, or a group of experts, that the institution has worthy objectives and has adequate resources to attain them in a reasonable measure, and, in fact, is doing so.

The purpose of accreditation is also to examine schools and to certify to the public that these institutions meet these standards, and a larger purpose, of course, is to help good schools become better and to further professionalize the field.

The steps in the accrediting process, briefly, the institution voluntarily applies to the accrediting commission to be examined.

The commission then, in preliminary form, looks at the information and determines whether or not the school is eligible.

If it is deemed eligible, the Commission then authorizes the institution to make application.

From that date the institution goes through the self-evaluation procedure, an inspection team is sent out to look the institution over, the materials come in and are reviewed by a panel of experts.

Later on, the information will be considered by one of the councils, either the council on business schools or the council on colleges. Finally the Commission, itself, will determine whether or not it is a quality institution.

I am rushing through this. I want to say two things in regard to our accrediting body.

One is that we have recently employed another consultant who is probably one of the most knowledgeable people in the United States in accreditation. He has been doing a very good job for us, and we hope to continue using his services.

A second factor is we have been undergoing, and we are still undergoing, criteria review, and we hope to continue to improve our accrediting function.

Thank you.

Senator PELL. Thank you all.

Mr. SULLIVAN. Senator Pell, I think we need to come back to one basic thought. You have heard a lot of testimony, but we are here today for one simple purpose: That is to see that the students who want and need our services have access to the three or four types of financial aid which simple changes in the law could give them. They need the help. We hope that you can help provide that for them.

Senator PELL. I wonder if Mr. Fulton could submit for the record a rough estimate of the cost to the institutions of education as it breaks down between the cost of books, equipment, bricks and mortar, tuition, and so on.

Mr. FULTON. We would be glad to try and respond to that. A small number of our schools own their buildings. Most of them rent.

STUDENT UNREST

Senator PELL. Have you had any unrest at any of your colleges? I think there have been 170 incidents around the country.

Mr. FULTON. Mr. Sullivan has some knowledge.

Mr. SULLIVAN. We had a demonstration 2 weeks ago in which the students took their American flags and went out and demonstrated for the President and the country in response to a demonstration by a group of peace organizers.

They say, "We want the war to be over, too, but these people are saying everything is wrong with our country. We say if you want to change things, elect a new Senator, elect a new President, but don't tear down the institutions in the meantime."

This is the only type of demonstration you will find with this type of student who is a career-oriented young person who wants to join the establishment and not beat it.

Mr. WEBER. They have named their organization "We, the People," and they are still active.

Senator PELL. I thank you very much, indeed. Your statements have been placed into the record in full.

The record will remain open so if you have any further thoughts you would like to submit, we would be more than glad to receive them.

(The information subsequently supplied for the record follows:)

[From the Compass, official journal of the United Business Schools Association, Washington, D.C., April 1970]

FEDERAL FINANCIAL AID TO STUDENTS

(By Harry V. Weber)

(Editor's note: Mr. Weber is Vice President of Student Affairs at Sullivan Business College. Louisville, Kentucky. His article is presented as a sequel to the Compass article regarding the College Work-Study panel published in the January, 1970 edition of the magazine.)

Federal financial aid to students or federal support of colleges? This is a question administrators of all public and private colleges and universities must ask themselves in making application for federal financial aids.

Being new to federal financial aids, administrators in the proprietary private schools must develop a philosophy of student financial aids which is realistic to the students' needs and not in any way related to the college's needs.

During the week of January 12 through January 15, I served on the Higher Education, Financial Aids Review Panel representing proprietary schools for Region III of Health, Education and Welfare. This experience was a most rewarding one for me and in this article I hope to convey vital information for all business school administrators in the preparation of future HEW applications and in the philosophy behind the financial aids panel decisions.

CWS AND PROPRIETARY SCHOOLS

In 1969 when business colleges were all new to federal financial aid many of us sent applications to the Federal agencies feeling that our requests are passed over lightly and automatically cut back by a certain percentage. Many in the proprietary school field entering the College Work-Study program for the first time in 1969 made application feeling that we should inflate our request greatly and then we would be cut back to get what we really wanted. I submit, after having sat on the reviewing panel, and that this was a very untrue assumption. The higher education panel is made up of experienced financial aid people and I can truly testify that each and every application is most thoroughly examined before funds are approved.

ALLOTMENT CRITERIA

It is important to note the facts listed below in making future application for both CWS and NDSL funds. The panel determines each school allotment on the following criteria:

1. The amount of money requested in relationship to the size of the school and total expense for students attending that school.
2. The percentage of students to be aided in relation to the total student body size.
3. The amount of aid to be awarded to each student.
4. Past utilization of funds (if you participated in past years).

What the panel is really looking for, is to determine if the school's needs and requests are reasonable in light of the students' expenses and needs. The panel also reviews the school's plans to aid low-income people and justification for funds in light of the school's enrollment.

A FEW UNREASONABLE REQUESTS

While spending three days reviewing over 300 college and university applications the panel noted a number of business schools in Region III with requests considered to be very unreasonable. Examples of these requests may help a UBSA school to avoid making similar errors next year.

These are mistakes which any first-time Student Financial Aids Officer could make and it is hoped that these errors will be easily remedied in applications for 1972 funds.

ADVICE TO FINANCIAL AIDS OFFICERS

The best advice possible for any financial aids officer in a proprietary school is to consider the word "*reasonable*" to mean that students should not be aided excessively and that an excessive number of students in relationship to his total enrollment should not be aided. The schools should also make efforts to aid a high percentage of low income students if they expect to receive a high percentage of funds requested.

We have fought long and hard for our students to be able to receive federal financial aid. Now we must work hard to develop philosophies compatible with those of the Department of Health, Education and Welfare. By compatible, I mean to be reasonable in our requests for funds and remember that student financial aid is just that; it is not financial aid and support to the college itself.

My experience with the Region III, HEW officials was one which gave me a feeling that we, in our aid applications, are judged by our peers and not by government watchdogs. In reviewing our applications, our peers on the panel follow the rules set up by Congress when the aid programs were developed and they recommend funds accordingly.

If we will be reasonable in our requests for funds we will truly aid the proper number of students and will more than likely receive funds very near our requests.

Senator PELL. The subcommittee will be in recess, subject to the call of the Chair.

(Whereupon, at 11:40 a.m. the subcommittee recessed, to reconvene subject to the call of the Chair.)

HIGHER EDUCATION AMENDMENTS OF 1970

WEDNESDAY, JUNE 17, 1970

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

The subcommittee met at 10 a.m., pursuant to call, in room 407, the Capitol, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senator Pell.

Also present: Senator Jack R. Miller.

Committee staff present: Stephen J. Wexler, counsel; Richard D. Smith, associate counsel; and Roy H. Millenson, minority professional staff member.

Senator PELL. The Subcommittee on Education will come to order.

The first witness today is Dean Robert F. Ray of the University of Iowa, who is accompanied by Dr. Robert J. Pitchell, executive director of the National University Extension Association.

I believe Senator Miller would like to make a statement at this time.

STATEMENT OF HON. JACK R. MILLER, A U.S. SENATOR FROM THE STATE OF IOWA

Senator MILLER. Thank you, Mr. Chairman. It is my pleasure to introduce to this subcommittee Dean Robert F. Ray, Dean of the Division of Extension and University Services at the University of Iowa and president of the National University Extension Association.

Dean Ray has long been one of the most prominent members of the University of Iowa faculty and administration, while at the same time lending his talents and wide experience to community and international affairs.

For example, he served on the board of Iowa City Chamber of Commerce for many years and was president of the Iowa City Community Chest, and he has participated in conferences in Mexico and England.

I know of no one better equipped to provide this subcommittee with experience and wise testimony in the field of university extension education than Dr. Ray, who is the current president of the National University Extension Association.

He is accompanied this morning by Dr. Robert J. Pitchell, executive director of the National University Extension Association.

It is my pleasure to introduce these gentlemen to the subcommittee.

Senator PELL. Thank you very much, Senator Miller.

The remarks and compliments about the witness are something that will be taken very seriously by this committee. As one who has

always sought to continue his education after college until coming to this job, I admire the work you both do.

Proceed as you will, please.

STATEMENT OF DEAN ROBERT F. RAY, DIVISION OF EXTENSION AND UNIVERSITY SERVICES, UNIVERSITY OF IOWA, AND PRESIDENT, THE NATIONAL UNIVERSITY EXTENSION ASSOCIATION; ACCOMPANIED BY ROBERT J. PITCHELL, EXECUTIVE DIRECTOR, THE NATIONAL UNIVERSITY EXTENSION ASSOCIATION

Mr. RAY. Thank you, Mr. Chairman. I am Robert F. Ray, dean of the division of extension and university services at the University of Iowa and president of the National University Extension Association. I deeply appreciate the opportunity to testify before this committee on the extension of title I of the Higher Education Act in S. 3474.

I appear before you on behalf of the member institutions of the National University Extension Association who play an important role in the States in the community service and continuing education programs conducted under that title. The association is a nonprofit professional education association consisting of 155 colleges and universities located in 49 States, the District of Columbia and Puerto Rico.

After 4 years of experience with this program, we believe it is fair to say that title I is a remarkable piece of legislation in many ways. The committee is to be congratulated for passage of the act and continued support of it.

Why is it so remarkable? Perhaps the most important reason is that it has made possible the active participation of thousands of community leaders in the identification of their own community problems and in efforts to solve them.

As provided in the original act, the development of State plans and the involvement of State advisory councils of representative institutions and groups have resulted in interinstitutional and intergroup communications which had not been possible before. We often talk about the advisability of State and local planning and decisionmaking in public policy. Title I made that possible.

On an annual basis, we have in Iowa assembled or polled a group of 200 to 400 outstanding citizens who are keenly aware of Iowa's community problems. These groups have reviewed our State plans for the previous years and our programs. They have reviewed our priority list of community problems and made an input into the preparation of the next State plan. These citizens are leaders in local governments, members of the key legislative committees concerned with community affairs, leaders of women's organizations, key officials in State planning, educators and other leaders in civic affairs. Their recommendations are received by our State advisory committee and the State plan evolves.

The plan is then submitted to our colleges and universities for their response through program proposals. Mr. Chairman, title I of the Higher Education Act is noteworthy, above all, because it allows each State to determine for itself the key community problems that command attention. It then seeks out the special resources of each State's colleges and universities continuing education and extension capacities to attack and ameliorate those problems.

To the extent that resources have allowed, the response has been truly outstanding. The act has served as a great catalytic force. It has made possible interinstitutional cooperative efforts involving the State universities and the private colleges. It has helped to build the continuing education capacities of the smaller institutions.

This legislation has provided an effective vehicle for the use of faculty and other institutional resources in attacking community problems. Faculty members have participated in the work of State advisory councils on an unpaid, voluntary basis, as have the other members.

In January, the NUEA released the results of a survey of its members. We hear a good deal these days about campus unrest and violence. In the 4 fiscal years from 1966 forward, title I was funded by $39,500,000 from the Federal Government. This called for matching of just slightly less than $15 million. Eighty-five NUEA institutions reported that they matched from their own resources $9,003,700 in that period. Contributed faculty services constitute the major share of that total.

I know, for example, that in Iowa more than $400,000 in faculty services were contributed without recompense to the faculty members. They responded because they saw the needs of Iowa communities, and wanted to do something about them They responded at great personal sacrifice, and the State is a far better place because of what they have done. This voluntary outpouring of community service effort is in sharp contrast to the currently popular image of higher education.

We have 12 new community theatres in Iowa involving hundreds of persons in one way or another, thanks to title I.

We have a community alcoholism consultant training program. It was started by title I. It is self-supporting.

Thanks to title I, we have involved 1,200 representatives of local boards of health, county officials, community leaders, water industry tradesmen, and other professionals in an educational program to attack water pollution. The total cost over 3 years has been only about $14,000.

Thanks to title I, 50,000 Iowans will participate in a massive continuing education program this year. They will learn about the dynamics of local government. They will be provided the fruits of the latest research on local government operation. The program is designed to create popular interest in the issues that confront Iowa local governments and to encourage citizen participation in their solution. Three universities are working together in this program.

Other States have made equally good use of title I funds.

The chairman is already familiar with an outstanding title I contribution to higher education in Rhode Island—the Urban Education Center. This center was established with a modest grant from the community service and continuing education program, is thriving now with additional funds from the Ford Foundation and involves eight of the State's institutions of higher education. The center works cooperatively with urban communities in an attempt to identify and solve a whole range of problems in urban education.

An equally laudatory demonstration begun under title I in 1968 and continuing today is the summer prematriculation program. It is aimed at solving the problems confronted by many low-income black

students in securing higher educational opportunity. The program consists of an 8-week summer remedial program which is followed up during the ensuing academic years by special tutoring and financial support. All three public institutions of higher education in the State—the University of Rhode Island, Rhode Island College, and Rhode Island Junior College—are involved in the project and students have successfully matriculated in these and a number of private institutions such as Providence, Bryant, Barrington, and Salve Regina colleges.

The impact of the program is such that the State of Rhode Island has been stimulated to provide over $750,000 annually from State funds, and applications to the program have grown from 43 in 1968 to 396 this year. The maximum of 109 places have been filled, which means that 287 qualified candidates could not be accommodated.

The program is coordinated with efforts sponsored under Talent Search and Upward Bound. Services are provided which these other programs are not providing in Rhode Island. This illustrates again the virtue of title I: its ability to focus the resources of State and Federal governments, and private philanthropies and organizations on particular community problems.

Forty of New York's institutions of higher education participated in 13 projects funded in fiscal year 1969. A high degree of cooperative effort was required among participating institutions and community groups, many of whom had seldom or ever worked closely together before. The $470,750 in Federal funds and $326,771 in State funds enabled these institutions to carry out five projects for community development, three for personal development, and five for improving human relations.

One of these projects was initiated in 1968 when Cornell University's Industrial and Labor Relations School launched a community action skills development project. It involved personalized training for a racially balanced group of Elmira citizens who were deeply involved in the working with the university to plan, conduct, and evaluate the program.

Graduate students from other schools and departments under faculty supervision, became involved in providing technical assistance to community residents. Twenty citizens organized themselves into a group called LIFE—low income family essentials—to address the critical problems of housing. They drew up a model housing plan for which they received commendations from the mayor. They also planned and established a consumer cooperative which has played a significant role in improving the economic condition of many inner city residents. The experience also helped to produce a genuine commitment on the part of the university to strengthen and enlarge its working relations with the community.

Cornell University officials report that this experience led to a new awareness on their part of the institution's involvement in community service. To enhance and perpetuate this involvement the university is now conducting another title I program—the Urban Planning Service project. It is aimed at institutionalizing the concept of utilizing graduate students in arts, architecture, and urban planning to provide technical assistance to a variety of community groups.

In West Virginia, title I has been instrumental in bringing together the State university and small institutions for joint, cooperative efforts

in community problems solving for the first time. Sixteen of the twenty eligible universities and colleges have sponsored title I projects. A criterion for project approval in that State is to demonstrate cooperative arrangements with other colleges or justify why cooperation was not possible or desirable.

The list of accomplishments is long. Members of this committee can review the most recent record for their States in the attached materials. The administering agency in the Office of Education can provide details data on the record throughout the country.

A national overview indicates that the title I program has passed the phasein stage of development. Each year more institutions are becoming involved: 294 in 1966; 325 in 1967; 447 in 1968; 454 in 1969; and 497 in 1970. Since its inception, a total of approximately one-third of the institutions of higher education in the country have participated in one or more projects, in spite of wholly inadequate funding.

The States also report that 5,000 individual units of State and local governments and community organizations and agencies have cooperated with colleges and universities in carrying out some 2,500 community service projects.

The program has matured in several ways. It has demonstrated a flexibility in program emphasis. The early focus on training of public officials has begun to shift to programs on drug abuse, alcoholism, and environmental quality, however inadequate the resources have been to make a real dent in these projects.

Diversity and innovation have also been a hallmark of the program. The University of Colorado instituted a program on law enforcement in 1966, 3 years before the Congress began to fund a nationwide program on law enforcement.

Bowdoin College created a program in 1966 to alert the citizens of Maine to their responsibilities in dealing with the despoiling of the Maine coast which had already taken place by then. As in the case of the Iowa program I have discussed, this, too, was 3 years before Congress began to turn its full attention to this nationwide problem.

A consortium of the University of Oklahoma, Oklahoma State, Langston University, and Tulsa University has begun an urban agent program called "professors of the city," which may well be the forerunner of a true urban extension program to do for the urban population what the Cooperative Extension Service has been doing for farmers and rural inhabitants.

Similarly, the University of Minnesota recently began a 5-year demonstration project on the urban extension agent. The project is designed not only to bring the university resources to the community in a more efficient way but also to improve the quality and quantity of citizen participation in government. Citizens are encouraged to work closely with their elected officials in the solution of community problems.

Now, as you consider the extension of the act, let us turn our attention to some of its detail. In section 101, the identification of problem areas has been generally acceptable to those who have planned and administered the program, as well as those who have participated in it. Words such as housing, poverty, government, transportation, and health provide maximum flexibility for program development. Law enforcement, drug abuse, and environmental quality are problem areas which are covered by the broad umbrella of section 101 but which are not specifically identified.

The committee may wish to give consideration to a revision of the problem area terminology with a view to identifying in more specific ways the kinds of problems with which the Congress is properly concerned at this time. We believe that drug abuse, alcoholism, and environmental quality are current, important problem areas; and that a focus on intergovernmental problems at local and regional levels would be highly desirable and in the national interest. Emphasis on community cultural and recreational problems might sharpen the term "recreation," and "education programs directed toward coordinating community attacks on low income, poverty, welfare, and unemployment" might be given consideration as possible additions to the terms "poverty" and "employment" in the current statute.

The Congress, in setting up the National Advisory Council on Extension and Continuing Education, identified as one of its functions that it "review the administration and effectiveness of all federally supported extension and continuing education programs including community service programs." This was a wise provision and we can only deplore that funds have not been provided to the Council to carry out this responsibility.

At the present time, it is possible for Federal departments to plan joint program efforts under their respective authorizations. The urban observatory program was worked out between USOE and HUD after extended discussions and negotiations. We believe that joint program efforts ought to be encouraged at the State level also.

In its review of section 103, the committee may wish to consider language that would encourage the joint application of Federal agency funds that are available for college-level continuing education and extension programs aimed at the amelioration of community problems.

In section 109(b) the National Advisory Council on Extension and Continuing Education is empowered to recommend policies "to effectuate the coordination of programs under this title and other programs offering continuing education activities and other services."

Title I is an excellent vehicle to this end. It could be, and it probably ought to be, the cornerstone legislation through which community problem solving, continuing education programs of colleges and universities are coordinated at the State level.

The title I program authorizes funds for research in continuing education and community service. We support research efforts in areas which are vital to the solution to community problems and in which no adequate research is available. However, we need to emphasize at this time the implementation of research findings which are readily available.

May we, therefore, suggest that in section 102 this focus be emphasized by adding the word "development" to the phrase "including a research program" so that it read "including a research and development program." The regulations now permit this. We believe the insertion of the word "development" in the statute will better encourage the application of research findings to known and actual community problems. Such development programs, once tested, may then be applied to other continuing education and community service situations.

In only a few States is the designated State agency some unit of government that is not an educational agency, such as a board of regents or an institution of higher learning. We believe it would be worthwhile now to consider an amendment to section 105 which would

require that the State agency be an institution of higher education or a State coordinating agency for higher education. This would lead to a better application of the act on a consistent nationwide basis through improved communications and improved administration among educators who must implement the act with institutional and interinstitutional educational programs.

Finally, we would like to reiterate a previous recommendation that advance funding be incorporated in the act. The members of this committee have heard all the arguments many times, and we will not burden you with repetition. We only wish to affirm at this time that the situation which has cried out for change in the past is still with us.

In summary, we support the extension of title I of the Higher Education Act, S. 3474. Given a chance with adequate funding and a sharpening of some of the problem areas, we believe that the promise of the act will more nearly be fulfilled in the next 3-year period. We are grateful to you, Mr. Chairman, for this opportunity to appear.

Senator PELL. Thank you very much.

ADMINISTRATION PROPOSAL—S. 3636

What is your reaction to the administration's suggestion that title I should be handled in the future under the umbrella of the National Foundation of Higher Education? Are you familiar with the administration's proposal?

Mr. RAY. Yes, I am, Senator. Senate 3636, I believe, incorporates it. There are several concerns that I would like to express with regard to that.

First of all, by putting community service and continuing education programs under that umbrella with a long list of other proposals would result in no separate funding for title I. This is of great concern because, although the appropriation at $9.5 million is far from adequate and a far cry from the $50 million or $60 million that has been authorized under the act, to bury it in this kind of proposition would probably mean even lesser funding than it now receives. We would be concerned about that.

It eliminates the National Advisory Council on extention and continuing education. This is the second problem with which we would be very concerned. That Council is charged under the act with reviwing all of the Federal programs that concern continuing education. It, too, has not had the funds that it needs in order to get the job done, but the Council at least exists and it is making every effort, as best it can, to carry out that function. Its loss through S.3636, I think, would be tragic because the board to be established by 3636 is not so charged.

All proposals to be funded under S. 3636 would be on a project proposal basis. In other words, one national review board would have to review all of the proposals that come in from the institutions of higher education or the States on a project proposal basis with no certain funding for the continuing education aspect.

There is not certainty to the States, on the basis of the funding as provided by S. 3636, that any particular proposal would be funded.

Now, personally, I would like to add that it seems to me that S. 3636 would destroy a working, viable example of what might be described as the "new federalism" and would replace the ability of the States——

"NEW FEDERALISM"

Senator PELL. What is the "new federalism"?

Mr. RAY. Well, if I understand it correctly, it is a concept in which the Federal Government and the States share an approach to problems with the States largely responsible for determining what they are and with a larger freedom in determining how they will be attacked.

Title I, if it is anything, has demonstrated viably, in my opinion, a workable way to approach that concept, with the State advisory councils, the calling of the expertise that is available in the States, to identify their problems and then calling upon the States higher educational resources to attack these problems; whereas S. 3636 creates a national council. And if one State may determine that its chief critical problem is in one area, it must then compete with proposals from other States in an effort to get that particular one attacked.

I think this destroys an important concept that title I has proved is workable. I would like to see that feature retained.

Senator PELL. But in essence, do you support or not support S. 3636?

Mr. RAY. In essence, sir, we support the proposal to extend title I in Senate 3474 with some suggested changes.

S. 2545

Senator PELL. Now, the committee has before it another bill dealing with title I, S. 2545, sponsored by Senator Javits, Montoya, Williams of New Jersey, and other Senators. Have you any views with regard to this measure?

Mr. RAY. This would provide that a portion of the funds be made available to attack particular problems that have been identified at the national level.

This proposal, by the way, had been made as of the time of our national survey of NUEA member institutions, and 47 of them said that they thought this was a good idea and 48 of them said they thought it was not a good idea. So you see the sentiment there was quite evenly divided.

The main reason—given by those who are opposed to the proposal—concerned the level of funding. In other words, if at this time it were possible to go to the level authorized by the Act, I think most everybody would be 100 percent in favor of the proposal made by Senator Javits.

I think, in the absence of adequate funding, this would simply take 15 percent of the State's current allocations and put them into this kind of activity, under this proposal. It was, I believe, 10 percent before.

In a State like Iowa, for example, where we have, say $154,000 of Federal funds to use at the 9.5 level of operation, this would mean $15,000 or $20,000 would have to be used. It simply would not come to the State and that is a substantial sum of money in terms of launching a rather large project.

When you see that $14,000 over a period of 3 years gave us our water pollution program, you begin to see the impact of the removal of even that small amount from our allocation.

So I would say, in summary, that, if there could be some assurance of advanced funding at a substantially increased level, most everybody would undoubtedly favor the Javits' proposal. Under the current cir-

cumstances, I think we have to look to the limited resources at hand and the needs of our States, and on that basis appraise the proposal.

In other words, if we could have sufficient funding, we would be in favor of it.

My personal conclusion is that I would not be in favor of it at the current level of funding.

PROGRAM ACCOMPLISHMENTS

Senator PELL. Could you cite some of the accomplishments growing out of title I—something for the betterment of the communities? You cited a list of projects which are working in different States.

Mr. RAY. Would you like me to talk about my own State, for example?

Senator PELL. Yes.

Mr. RAY. Well, I cited in my testimony, for example, the creation of the community theaters, seven of them——

Senator PELL. Twelve, you said.

Mr. RAY. Well, whatever number we are up to at this point.

This may seem a strange item to pull out, but, if you lived in a small rural community of Iowa, you would recognize that one of the chief problems—as the population shifts from farms into the urban centers and away from the small towns—concerns what to do; what is there to do; what is the quality of living in these places.

Through a cooperative effort involving the University of Iowa and Iowa State University and the State Community Theater Association, these new community theaters are organized. They provide a tremendous outlet for the activities of youth in the summertime. They involve people in all walks of life, doctors and lawyers who are suddenly involved in a community effort. It adds a new dimension to life in the rural communities of the State, and we are very pleased with that one.

To take another I cited, the proposition concerning community alcoholism consultants. One of the problems with the alcoholic, as I understand it, is that he has shifted from pillar to post in terms of getting assistance.

Senator PELL. Excuse me for breaking in, but, in the interest of time, I would like to delve into this. I was reading the noble opening section of the bill, "for the purpose of assisting the people of the United States in the community problems, such as housing, government, employment, and youth organizations."

Could you give us examples of solutions this program has produced in the United States insofar as local problems are concerned?

Mr. RAY. I think the results vary in terms of the States and the amounts allocated to accomplish these ends. Obviously, there are problems in urban life today that are not going to be very quickly ameliorated with Federal appropriations of $9.5 million spread among the States. I can only say that on that basis, if you look at the resources allocated to it, title I has a very remarkable record in terms of involving very large numbers of people throughout the country, to give them an awareness of what these problems are and to help them in their solutions.

Now, if you want me to come forward with some kind of evidence to the effect that human relations problems are all resolved in the city of Des Moines, I can't tell you that.

Senator PELL. Excuse me, but we are not communicating here. All I am asking for is examples, perhaps you could submit them for the record. Just very simply, have the purposes of the act been fulfilled? Maybe your executive director could give us some solutions for ammunition.

Mr. RAY. We would be happy to provide that.

Mr. PITCHELL. We will provide it for the record.

Senator PELL. Some successful solutions to problems, if you think the last 2 or 3 years have seen achievements under this act.

(The information subsequently supplied follows:)

MINORITY PARTICIPATION IN TITLE I, EXTENSION AND CONTINUING EDUCATION PROGRAMS DURING FISCAL YEAR 1969

The following information on specific solutions to community problems in Title I projects has been compiled from Title I records in the Office of Education and respective State agencies:

Title I, HEA, as you indicated, is "for the purpose of assisting the people of the United States in the solution of community problems" (Sec. 101 of the Act). There is no mandate in this language, however, for colleges and universities to step out of their educational role to take on the role of community problem-solvers. The language clearly specifies an assistance-giving function and implies a partnership arrangement in which higher education and community agencies work together to identify alternative solutions to pressing problems. The chief aim of Title I is to get colleges and universities to participate in community affairs on a sustained basis by lending their intellectual and technical resources to the communities' task of solving problems. Other Federal programs in HUD, OEO, the Department of Justice and the Public Health Service are concerned chiefly with the task of solving local problems, while Title I, HEA, is designed mainly to overcome traditional apathy, financial restraints and other obstacles to community problem-solving by lending technical assistance and extending the educational resources of universities to the communities.

Nevertheless, Title I, in its assistance-giving role, has been instrumental in bringing about actual solutions to specific problems. The following projects are illustrative:

1. BERRY COLLEGE PROJECT IN LABOR-MANAGEMENT RELATIONS (GEORGIA)

During the early 1900's the community of Rome, Georgia, was experiencing serious and frequent labor-management disputes within various industries located there. These disputes were disruptive to the welfare of the community. Berry College, a small private college in Rome, requested $3,060 of Title I, HEA, funds in 1966 (the first year of the program's operation) to assist in the solution of this serious community problem.

Berry College formed a study group representative of labor, management and other community leaders. Its efforts were supplemented with the advice of a few experts from outside the community. Over a period of weeks, solutions to the basic issues were found. There followed the organization of a Council on Labor-Management Relations which, without Title I support, has continued to function on this and other community problems. Since this initial effort by Berry College in 1966, there have been no major labor-management disputes nor shutdowns of any industry in this community.

2. BOWDOIN COLLEGE PROJECT ON PRESERVATION OF THE COASTLINE (MAINE)

In 1966, three years before Federal interest and action in ecology and environment were aroused, Bowdoin College recognized that one of the primary statewide community problems in Maine was the popular ignorance of and apathy toward the rapid deterioration of the Maine coastline—one of the State's most precious natural resources. The College proposed a project of coordinated action to arouse interest and create mechanisms and resources for preserving this aspect of Maine's environment. Title I funds in the amount of $45,000 were awarded to Bowdoin for this purpose and produced the following results:

Involvement of 200 persons representing a cross-section of the State's population (legislators, planning board members, businessmen, real estate

developers, officials of State and local government, mass media personnel and local citizens) in a symposium designed to generate initial interest in the problem.

Publication and distribution of educational materials related to the problem.

Generation of support and assistance for dealing with the problem from banking interests, the State Planning Office, the Maine Municipal Association, the University of Maine's Cooperative Extension Service, the Audubon Society, the League of Women Voters, the Conservation Foundation, the American Conservation Association, Resources for the Future, Incorporated, and public broadcasters in the state.

Stimulation of statewide support for restoring environmental quality that resulted in passage of a $50,000,000 bond issue for pollution abatement facilities, an act relating to the coastal conveyance of petroleum, an act relating to water quality standards and an act to regulate the site location of any development substantially affecting the environment.

Where apathy in the preservation of natural resources and protection of environmental quality once reigned, remarkable strides have been made that are largely due to the Title I effort to provide problem-solving assistance; where financial resources and legislative authority were totally absent, they now exist in sufficient manner to assure the long-term effort to bring about final solutions.

3. PROJECTS OF TECHNICAL ASSISTANCE TO COMMUNITY AGENCIES (OKLAHOMA, NEW YORK, TEXAS)

In a number of states Title I has made it possible for task forces of students and professors to work with community agencies providing technical assistance toward solutions to concrete problems. For example, where Model Cities agencies lacked full competence to assist the community in solving the whole range of problems connected with preparation of an acceptable program plan (i.e. identifying community problems, establishing priorities and charting effective courses of action), university assistance was provided by the "Professors of the City" in Tulsa, Oklahoma, graduate students and faculty members of Texas A&M in all of the eight Model Cities areas in Texas, and staff members of Hunter College in all three Model Cities neighborhoods of New York City. These projects, expending $136,000 in Title I funds, have made it possible for the Model Cities agencies and citizen committees to begin the process of developing comprehensive plans and implementing effective strategies for improving the quality of life in these areas.

The examples cited above are only 3 among 35 similar efforts conducted in FY 1969. They were awarded $598,777 in Title I funds.

4. HIGHLANDS UNIVERSITY PROJECT IN EFFECTING CHANGE IN MUNICIPAL GOVERNMENTAL STRUCTURE (NEW MEXICO)

For 89 years the City and Town of Las Vegas, New Mexico, had been officially separated. Frequent suggestions were made regarding consolidation of the two entities and pressure for such a move was applied by the State legislature. In short, a problem existed of overcoming the fear and mistrust of the two communities and effecting a sound consolidation of the City and Town of Las Vegas through acceptance by referendum of a well-conceived proposition for consolidation.

A Joint Commission on Consolidation was formed by the City Council of the City of Las Vegas and the Board of Trustees of the Town of Las Vegas. Highlands University was asked to advise and assist the commissioners and did so in the form of a Title I project begun in FY 1967. A legal and workable procedure for consolidation and the basic structure for a new consolidated community government had to be developed in detail. This was done at a cost of $6,662 in Federal funds.

Once the proposal was developed it was presented to the city and town officials and to the citizens in a referendum. Prior to the referendum, the Title I project staff assisted the Joint Commission on Consolidation in acquainting the voters with the content of the consolidation proposal. An area-wide educational program was conducted using radio, television, newspapers, and personal contacts at several meetings held by groups in both communities. The referendum was held in February, 1968, and the proposed consolidation was accepted by 70 percent of the voters in the City of Las Vegas and by 93 percent of the voters in the Town of Las Vegas.

Since that time the City and Town of Las Vegas have moved toward complete consolidation. In March, 1970, a new council, mayor, and magistrate judge were elected and a city-manager-clerk appointed. The two fire departments, police departments, housing authorities, sanitation departments, and other components of the local governments have been consolidated and reorganized as a single administrative unit.

5. UNIVERSITY OF KANSAS PROJECT IN JEFFERSON COUNTY (KANSAS)

Jefferson County, Kansas, is undergoing extensive change resulting from the construction of the Perry Reservoir. It is expected that the recreational facilities created by the reservoir will attract over one million people to Jefferson County each year and as many as 40,000 in a single day. A large increase in the population is also expected. The influx of people will bring concomitant problems in police and fire protection, education, planning, and financing. Prior to this Title I sponsored program, local and county officials lacked the experience to anticipate emerging problems and to identify resoruces that would be needed for their solution. The University of Kansas decided to provide assistance and was awarded $60,000 in Title I funds to do so.

The program began in FY 1966 with 24 meetings with such groups as the Perry Reservoir Executive Committee, the County Commissioners, mayors, and school boards. The meetings identified the problems of the county and suggested possible resources for their solution or alleviation. These meetings stirred enough interest to warrant a series of four seminars on health problems, municipal operations, economic opportunities and educational needs.

Following these study activities, the action phase of the program was initiated. Trained University of Kansas personnel assisted nine newly-formed community development action groups in dealing with community and county-wide problems, developing workable solutions to problems and initiating action based on their analysis. In FY 1969, the final year, the University furnished two advisors to the Jefferson County Steering Committee and the nine community development action sub-committees to make the new community development structure a permanent problem-solving entity for the community.

6. JOHNS HOPKINS UNIVERSITY PROJECT IN GREATER HOMEWOOD (MARYLAND)

The community problem in Greater Homewood (Baltimore) was the classical one of a great urban university located in, but largely out of touch with, a deteriorating city environment. Years of disinterest and isolation on the part of the university complicated and possibly contributed to the symptoms of urban blight—out-migration of homeowners, absentee landlords, increased crime rates, closing of businesses, and crowded slum conditions.

With Title I grants of $39,867 in Federal funds over a period of three years (FY 1967 and 1968) the tide was reportedly turned and evidence is highly visible that Johns Hopkins and the Homewood neighborhood are working together to upgrade the entire community. The physical appearance of the area has improved, out-migration of homeowners has been reduced, business establishments are not only staying but enlarging plants and personnel rosters, the crime rate has fallen, and an effective incorporated neighborhood association has been established.

As a result of its experience in this Title I activity, Johns Hopkins has established an Office of Community Affairs as a continuing and integral part of the university. A sustained attack on persistent and future problems is assured, therefore, as a consequence of Title I, HEA, the Homewood Community.

7. VIRGINIA STATE UNIVERSITY'S PROJECT IN HUMAN RELATIONS SERVICE (VIRGINIA)

Race relations in the State, the Tri-City area (Petersburg, Hopewell and Colonial Heights) and the College was the problem area under a Title I grant of $10,000. Within this broad framework many specific problems were identified. Accomplishments have been numerous, but one particular solution for the community came out of an economic seminar series. The economic seminars were organized by an advisory group of community leaders appointed to work with the college and determine the issues to be discussed. This group included top officials in several banks, the local division of Ford Motor Company, and the two largest area department stores. As a result of discussions of housing problems during the economic seminars, Petersburg has now established a Housing

Redevelopment Authority which will significantly improve housing in the community, especially for lower income families. A new public housing project is under way which would not have come into existence without the interest and drive generated by the seminar. Rapport developed among local government officials, community leaders, and the college through this project has shown definite results in smoothing the transition from a segregated to an integrated community.

8. NORTHEASTERN STATE COLLEGE PROJECT FOR SPANISH-SPEAKING PEOPLE (ILLINOIS)

Many of the Spanish-speaking people of Chicago have not learned to speak English adequately enough to utilize successfully educational, social or economic opportunities.

Aqui Estoy (Here I Am), is a store-front demonstration center located in an area of high Puerto Rican residence offering occupational English classes to entire Spanish-speaking families. It is supported by a Title I grant of $20,000 made in FY 1969.

The Director of this Title I program is from Puerto Rico and recently received her master's degree. Staff members are residents of the community and students at Northeastern Illinois State College.

Aqui Estoy has solved the problem of "helping one's own." The acquisition of basic or occupational English has greatly increased the job mobility of many Spanish-speaking Chicago residents and has helped develop tutors and leaders from the community.

9. TEXAS A & M'S COMPREHENSIVE COMMUNITY SERVICE PROGRAM IN TRANSPORTATION (TEXAS)

Many problems go unsolved because technical advances and new methodologies are developed through research at a much faster rate than these new concepts are disseminated and utilized. To solve the latter problem in the field of transportation, the Texas Transportation Institute at Texas A & M established a Community Services Office with Title I support of $38,084 in FY 1966 and additional smaller grants in subsequent years.

The problem of disseminating the latest available technology within the broad transportation field has been solved in Texas through the following techniques:

Short courses, conferences and seminars are offered in nine districts through the State for city managers, public works personnel, urban planners, and traffic engineers.

Special motion picture films and automatic slide-tape presentations are available for disseminating technical research results.

Technical and consultative services are provided to groups like the Governor's Study Committee on State Planning Programs, the Texas Legislative Council, the Texas Municipal League, the International Municipal Signal Association and the Texas Section of the Institute of Traffic Engineers.

A problem-solving "hot-line" is in existence. Any State, county or local transportation official can call a special number for immediate answers to problems that arise in the field. If an adequate solution does not exist for a given inquiry, the Institute will research the problem and provide helpful data as soon as possible.

Through these and other techniques, the Office of Community Services under Title I is demonstrating the program's ability to create problem-solving partnerships between higher education institutions and State transporation agencies.

10. IDAHO STATE AND UNIVERSITY OF IDAHO PROJECTS ON POLLUTION

The Idaho State Plan, has, from the beginning of Title I, emphasized the need for environmental education. As a result, universities have produced two programs of significance: (1) a training program for water and waste treatment operators, and (2) a film on pollution in Idaho rivers. These programs have received wide acclaim, both inside and outside the State of Idaho. According to the State director the result has been to rescue two of Idaho's rivers from irreversible pollution.

One initial problem was the lack of basic information regarding the extent to which Idaho rivers are being polluted. As a result there was apathy on the part of the local citizenry. A Title I project at Idaho State University involving $10,000 in Federal funds succeeded in obtaining the necessary data on the sources and extent of water-borne pollutants in the Portneuf River and conveying this

information to individuals, communities and business interests along the river and to many others interested in the problem of water pollution. A 30-minute documentary film was developed which provided graphic illustration of the effects of water pollution in general, and of conditions of the Portneuf River in particular. This film has received wide dissemination and has motivated the major contributors to pollution along the river to take corrective action.

A companion program at the University of Idaho for training of water and waste treatment plant operators was initiated with $11,700 in Federal funds.

As a result of impetus given by these programs, Idaho is taking specific steps to reduce the pollution in its rivers. Heightened citizen awareness, new treatment plants, improvement and expansion of existing facilities and greater competence of plant personnel are contributing to substantial improvement of the situation. The programs will serve as models for other States or regions.

11. UNIVERSITY OF WYOMING PROJECT TO IMPROVE LOCAL GOVERNMENT (WYOMING)

For $40,000 in Title I funds, this project provided specific and detailed assistance to local government officials in financial and personnel management, ordinance enforcement and revision, street and alley construction and maintenance, sanitation zoning and planning, retirement programs, and law enforcement training.

Training programs to meet these needs were conducted in the 30 largest communities in the state for officials from those towns and cities, plus officials from 23 counties and selected representatives from the Wyoming Association of Municipalities and the Wyoming Association of County Officers. The experience has demonstrated in town after town that many community problems vanish when government officials are adequately trained to deal with them.

MINORITY GROUP PARTICIPATION

Senator PELL. Now, in the extension programs, with which you are obviously familiar, what participation of minority students is there? Do you have any offhand figures, 5, 10, 20 percent?

Mr. RAY. That is a thing we would have to dig out for you. I don't know that we have any offhand figures with regard to that, but we could provide them if we could identify them. This has been one of the problems in our State. We have for years pursued a policy of not identifying students on the basis of their race, thinking we were in step with the times. Now we have to identify them in that fashion.

So for the early years this may be difficult, back to 1966 or so, but we can try to find out.

Senator PELL. If you can do that.

(The information subsequently supplied follows:)

MINORITY PARTICIPATION IN TITLE I

The following covers the extent of minority participation in title I extension and continuing education programs during fiscal year 1969, the only year for which such data have been compiled by the Office of Education and respective State agencies:

In fiscal year 1969, 127,420 persons in 29 States participated in 99 projects aimed primarily at Negroes and addressed to such problems as race relations minority business enterprise, and lack of educational opportunity. Federal funds obligated for these projects amounted to $1,643,098. That same year 33 projects involving approximately 100,000 persons and using $931,008 in Federal funds were conducted for Spanish-speaking people. More than 26,000 people participated in nine projects utilizing $143,799 in Federal funds to improve the condition of the American Indians.

In addition to the projects conducted to assist minority groups, 33 predominantly Negro colleges and universities participated in 36 community service and continuing education projects in fiscal year 1969. While 4.5 percent of all U.S. institutions of higher education are classified "predominantly Negro," 7.3 percent of all the institutions of higher education participating in title I are so classified. These institutions received direct payments of $225,000 in Federal

funds for conducting title I projects in fiscal year 1969 and an additional allocation of $240,000 in Federal funds was used for projects in which predominantly Negro institutions worked cooperatively with other colleges and universities.

Senator PELL. I realize the problem. I was faced with it the other day. I was asked how many black men I had nominated for the service academies, and I had no idea. Cadets are chosen on the basis of examinations and one does not know color. I am afraid there were very few blacks, however, and I regret that.

Mr. RAY. You might be interested, in connection with that program in your State, that 43 students who were involved——

Senator PELL. I saw that.

Mr. RAY (continuing). Were black. You would be interested to know that of those 43 that went through that summer session, 13 actually enrolled and 11 of them are now juniors in college. So that is a low attrition rate in terms of the 13 entrants with 11 remaining.

Senator PELL. That is great.

STUDENT UNREST

Finally, in connection with student unrest, do many of the extension students participate in student unrest? What is their view with regard to student unrest?

Mr. RAY. As far as I know, the record is almost 100 percent noninvolvement in terms of unrest. Most of our people are adults who are not on-campus students, so they are not on the site of involvement.

I would like to think of title I, however, as a vehicle which would work in other ways in regard to that. I think title I programs, if they are properly planned, do use large numbers of students who are on-campus, who could become involved in helping to carry the resources of the institutions into the communities in a meaningful way, which is what I understand is a portion of their complaint; that is, that the universities are not somehow more involved in community affairs.

If properly conceived, it seems to me that this could be done. For example, in the area of dealing with migrant workers, I see no reason why advanced students in nutrition and in other problem areas of family living, how to prepare a family budget and this sort of thing, why programs couldn't and shouldn't be devised to get students to become assistants in the adult or continuing education programs of the universities. This would give them an outlet so they can, in fact, become directly concerned with the affairs of community life.

Title I is a vehicle for that and in several States I think this is actually going on.

Bob, you might be able to cite an example or two.

Mr. PITCHELL. Well, I would like to answer more directly the Senator's question regarding student unrest and extension students.

Annually, we record about 4½ to 5 million registrations in all types of extension and continuing education programs where there is a specific registration. I have tried to keep alert to this in my travels around the country and all of my communications with member institutions. We don't have a single recorded institution with a registered student involved in student unrest. The only record of any difficulty was at the University of California at Los Angeles last summer when one of the regular students tried to disrupt one of the defense con-

tinuing education programs that the university was putting on for the defense contractor staff. But none of the extension students were involved in it at all. So there is no record of disruption by extension students.

Senator PELL. Thank you both very much for coming, and have a good trip home.

(The prepared statement of Dean Ray and the report of the National University Extension Association referred to follow:)

STATEMENT OF DEAN ROBERT F. RAY
BEFORE THE
SUBCOMMITTEE ON EDUCATION
SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE
June 17, 1970

Mr. Chairman and Members of the Committee. I am Robert F. Ray, Dean of the Division of Extension and University Services at The University of Iowa and President of the National University Extension Association. I deeply appreciate the opportunity to testify before this committee on the extension of Title I of the Higher Education Act in S 3474. I appear before you on behalf of the member institutions of the National University Extension Association who play an important role in the states in the community service and continuing education programs conducted under that title. The association is a nonprofit professional education association consisting of 155 colleges and universities located in 49 states, the District of Columbia and Puerto Rico.

After four years of experience with this program, we believe it is fair to say that Title I is a remarkable piece of legislation in many ways. The committee is to be congratulated for passage of the act and continued support of it.

Why is it so remarkable? Perhaps the most important reason is that it has made possible the active participation of thousands of community leaders in the identification of their own community problems and in efforts to solve them.

As provided in the original act, the development of state plans and the involvement of state advisory councils of representative institutions and groups have resulted in interinstitutional and intergroup communications which had not been possible before. We often talk about the advisability of state and local planning and decision-making in public policy. Title I made that possible.

On an annual basis, we have in Iowa assembled or polled a group of 200 to 400 outstanding citizens who are keenly aware of Iowa's community problems. These groups have reviewed our state plans for the previous years and our programs. They have reviewed our priority list of community problems and made an input into the preparation of the next state plan. These citizens are leaders in local governments, members of the key legislative committees concerned with community affairs, leaders of womens' organizations, key officials in state planning, educators and other leaders in civic affairs. Their recommendations are received by our state advisory committee and the state plan evolves. The plan is then submitted to our colleges and universities for their response through program proposals. Mr. Chairman, Title I of the Higher Education Act is noteworthy, above all, because it allows each state to determine for itself the key community problems that command attention. It then seeks out the special resources of each state's colleges and universities continuing education and extension capacities to attack and ameliorate those problems.

To the extent that resources have allowed, the response has been truly outstanding. The Act has served as a great catalytic force. It has made possible interinstitutional cooperative efforts involving the state universities and the private colleges. It has helped to build the continuing education capacities of the smaller institutions.

This legislation has provided an effective vehicle for the use of faculty and other institutional resources in attacking community problems. Faculty members have participated in the work of state advisory councils on an unpaid, voluntary basis (as have the other members).

In January, the NUEA released the results of a survey of its members. We hear a good deal these days about campus unrest and violence. In the four

fiscal years from 1966 forward, Title I was funded by $39,500,000 from the federal government. This called for matching of just slightly less than $15,000,000. Eighty-five NUEA institutions reported that they matched from their own resources $9,003,700 in that period. Contributed faculty services constitute the major share of that total. I know, for example, that in Iowa more than $400,000 in faculty services were contributed without recompense to the faculty members. They responded because they saw the needs of Iowa communities, and wanted to do something about them. They responded at great personal sacrifice, and the state is a far better place because of what they have done. This voluntary outpouring of community service effort is in sharp contrast to the currently popular image of higher education.

We have twelve new community theatres in Iowa involving hundreds of persons in one way or another, thanks to Title I.

We have a community alcoholism consultant training program. It was started by Title I. It is self-supporting.

Thanks to Title I, we have involved 1,200 respresentatives of local boards of health, county officials, community leaders, water industry tradesmen, and other professionals in an educational program to attack water pollution. The total cost over three years has been only about $14,000.

Thanks to Title I, 50,000 Iowans will participate in a massive continuing education program this year. They will learn about the dynamics of local government. They will be provided the fruits of the latest research on local government operation. The program is designed to create popular interest in the issues that confront Iowa local governments and to encourage citizen participation in their solution. Three universities are working together in this program.

Other states have made equally good use of Title I funds.

The Chairman is already familiar with an outstanding Title I contribution to higher education in Rhode Island--The Urban Education Center. This Center,

established with a modest grant from the Community Service and Continuing Education Program, is thriving now with additional funds from the Ford Foundation and involves eight of the State's institutions of higher education. The Center works cooperatively with urban communities in an attempt to identify and solve a whole range of problems in urban education.

An equally laudatory demonstration begun under Title I in 1968 and continuing today is the summer pre-matriculation program. It is aimed at solving the problems confronted by many low-income black students in securing higher educational opportunity. The program consists of an eight-week summer remedial program which is followed up during the ensuing academic years by special tutoring and financial support. All three public institutions of higher education in the State (University of Rhode Island, Rhode Island College and Rhode Island Junior College) are involved in the project and students have successfully matriculated in these and a number of private institutions such as Providence, Bryant, Barrington, and Salve Regina Colleges.

The impact of the program is such that the State of Rhode Island has been stimulated to provide over $750,000 annually from State funds, and applicants to the program have grown from 43 in 1968 to 396 this year. The maximum of 109 places have been filled, which means that 287 qualified candidates could not be accommodated.

The program is coordinated with efforts sponsored under Talent Search and Upward Bound. Services are provided which these other programs are not providing in Rhode Island. This illustrates again the virtue of Title I: its ability to focus the resources of State and Federal governments, and private philanthropies and organizations on particular community problems.

Forty of New York's institutions of higher education participated in the 13 projects funded in FY 1969. A high degree of cooperative effort was required among participating institutions and community groups, many of whom had seldom

or ever worked closely together before. The $470,750 in federal funds and $326,771 in state funds enabled these institutions to carry out five projects for community development, three for personal development and five for improving human relations.

One of these projects was initiated in 1968 when Cornell University's Industrial and Labor Relations School launched a Community Action Skills Development Project. It involved personalized training for a racially balanced group of Elmira citizens who were deeply involved in the working with the University to plan, conduct and evaluate the program. Graduate students from other schools and departments, under faculty supervision, became involved in providing technical assistance to community residents. Twenty citizens organized themselves into a group called LIFE (Low Income Family Essentials) to address the critical problems of housing. They drew up a model housing plan for which they received commendations from the mayor. They also planned and established a consumer cooperative which has played a significant role in improving the economic condition of many inner city residents. The experience also helped to produce a genuine commitment on the part of the university to strengthen and enlarge its working relations with the community.

Cornell University officials report that this experience led to a new awareness on their part of the institution's involvement in community service. To enhance and perpetuate this involvement the University is now conducting another Title I program--the Urban Planning Service Project. It is aimed at institutionalizing the concept of utilizing graduate students in arts, architecture and urban planning to provide technical assistance to a variety of community groups.

In West Virginia, Title I has been instrumental in bringing together the state university and small institutions for joint, cooperative efforts in community problem-solving for the first time. Sixteen of the 20 eligible

universities and colleges have sponsored Title I projects. A criterion for project approval in that state is to demonstrate cooperative arrangements with other colleges or justify why cooperation was not possible or desirable.

The list of accomplishments is long. Members of this committee can review the most recent record for their states in the attached materials. The administering agency in the Office of Education can provide detailed data on the record throughout the country.

A national overview indicates that the Title I program has passed the phase-in stage of development. Each year more institutions are becoming involved: 294 in 1966; 325 in 1967; 447 in 1968; 454 in 1969; and 497 in 1970. Since its inception a total of approximately one-third of the institutions of higher education in the country have participated in one or more projects, in spite of wholly inadequate funding.

The States also report that 5,000 individual units of State and local governments and community organizations and agencies have cooperated with colleges and universities in carrying out some 2,500 community service projects.

The program has matured in several ways. It has demonstrated a flexibility in program emphasis. The early focus on training of public officials has begun to shift to programs on drug abuse, alcoholism and environmental quality, however inadequate the resources have been to make a real dent in these projects.

Diversity and innovation have also been a hallmark of the program. The University of Colorado instituted a program on law enforcement in 1966, three years before the Congress began to fund a nationwide program on law enforcement.

Bowdoin College created a program in 1966 to alert the citizens of Maine to their responsibilities in dealing with the despoiling of the Maine Coast which had already taken place by then. As in the case of the Iowa program I

have discussed, this, too, was three years before Congress began to turn its full attention to this nationwide problem.

A consortium of the University of Oklahoma, Oklahoma State, Langston University and Tulsa University has begun an urban agent program called "Professors of the City," which may well be the forerunner of a true urban extension program to do for the urban population what the Cooperative Extension Service has been doing for farmers and rural inhabitants.

Similarly, the University of Minnesota recently began a five-year demonstration project on the urban extension agent. The project is designed not only to bring the university resources to the community in a more efficient way but also to improve the quality and quantity of citizen participation in government. Citizens are encouraged to work closely with their elected officials in the solution of community problems.

Now, as you consider the extension of the Act, let us turn our attention to some of its detail. In Section 101, the identification of problem areas has been generally acceptable to those who have planned and administered the program, as well as those who have participated in it. Words such as housing, poverty, government, transportation and health provide maximum flexibility for program development. Law enforcement, drug abuse and environmental quality are problem areas which are covered by the broad umbrella of Section 101 but which are not specifically identified.

The committee may wish to give consideration to a revision of the problem area terminology with a view to identifying in more specific ways the kinds of problems with which the Congress is properly concerning at this time. We believe that drug abuse, alcoholism and environmental quality are current, important problem areas; and that a focus on intergovernmental problems at local and regional levels would be highly desirable and in the national interest. Emphasis on community cultural and recreational problems might sharpen the term "recreation,"

and "education programs directed toward coordinating community attacks on low income, poverty, welfare and unemployment" might be given consideration as possible additions to the terms "poverty" and "employment" in the current statute.

The Congress, in setting up the National Advisory Council on Extension and Continuing Education, identified as one of its functions that it "review the administration and effectiveness of all federally supported extension and continuing education programs including community service programs." This was a wise provision and we can only deplore that funds have not been provided to the council to carry out this responsibility.

At the present time, it is possible for federal departments to plan joint program efforts under their respective authorizations. The Urban Observatory program was worked out between USOE and HUD after extended discussions and negotiations. We believe that joint program efforts ought to be encouraged at the state level also. In its review of Section 103, the committee may wish to consider language that would encourage the joint application of federal agency funds that are available for college-level continuing education and extension programs aimed at the amelioration of community problems. In Section 109(b) the National Advisory Council on Extension and Continuing Education is empowered to recommend policies "to effectuate the coordination of programs under this Title and other programs offering continuing education activities and other services." Title I is an excellent vehicle to this end. It could be, and it probably ought to be, the cornerstone legislation through which community problem-solving, continuing education programs of colleges and universities are coordinated at the state level.

The Title I program authorizes funds for research in continuing education and community service. We support research efforts in areas which are vital to the solution to community problems and in which no adequate research is available;

however, we need to emphasize at this time the implementation of research findings which are readily available.

May we, therefore, suggest that in Section 102 this focus be emphasized by adding the word "development" to the phrase "including a research program" so that it reads "including a research and development program." The regulations now permit this. We believe the insertion of the word "development" in the statute will better encourage the application of research findings to known and actual community problems. Such development programs, once tested, may then be applied to other continuing education and community service situations.

In only a few states is the designated state agency some unit of government that is not an educational agency, such as a Board of Regents or an institution of higher learning. We believe it would be worthwhile now to consider an amendment to Section 105 which would require that the state agency be an institution of higher education or a state coordinating agency for higher education. This would lead to a better application of the Act on a consistent nationwide basis through improved communications and improved administration among educators who must implement the Act with institutional and interinstitutional educational programs.

Finally, we would like to reiterate a previous recommendation that advance funding be incorporated in the Act. The members of this committee have heard all the agruments many times, and we will not burden you with a repetition. We only wish to affirm at this time that the situation which has cried out for change in the past is still with us.

In summary, we support the extension of Title I of the Higher Education Act. Given a chance with adequate funding and a sharpening of some of the problem areas, we believe that the promise of the Act will more nearly be fulfilled in the next three-year period. We are grateful to you, Mr. Chairman, for this opportunity to appear.

TITLE I OF THE HIGHER EDUCATION ACT OF 1965

and the

NATIONAL UNIVERSITY EXTENSION ASSOCIATION

Report

of

A SURVEY OF MEMBER INSTITUTIONS

to

The NUEA Government Relations Committee

January, 1970

Prepared by:

Ernest J. Nesius, West Virginia

Robert F. Ray, The University of Iowa

Preface

The National University Extension Association's Government Relations Committee, in its report to the NUEA Board of Directors in May, 1969, recommended that there be established a committee for the purpose of surveying the interpretation, operation and administration of Title I of the Higher Education Act of 1965.

President Stanley Robinson named Ernest J. Nesius and Robert F. Ray to engage in the study.

Accordingly a questionnaire was prepared and submitted to the NUEA membership. The response to the questionnaire was most gratifying. One hundred and one member institutions (out of a possible 143) responded. The replies re-emphasize the continuing and vital interest of the Association in this legislation. (See Appendix I)

Special thanks and commendation are due E. Thomas Gray of the University of Iowa Extension Division who compiled the statistical and other responses to the questionnaire, and to George B. Mather also of the University of Iowa Extension Division who assisted in the editorial task.

The report consists of a Summary of Findings (pp.1-8), a resume of the responses on a question by question basis (p. 9) and two appendices - Appendix I reports the name of the institutions responding (p. 44), and Appendix II reports representative programs that could not be funded last year because of the level of funding.

To all who responded we are most grateful.

Respectfully submitted,

Ernest J. Nesius, West Virginia

Robert F. Ray, University of Iowa

SUMMARY OF FINDINGS

I. Of the 101 institutions reporting, 20 serve as State Agency for Title I programs in their states. (See responses to question 1, p. 9). Eighty-four (84) member institutions have provided personnel on state and national advisory bodies relative to the program. NUEA is deeply involved and properly concerned about the legislation and its successful implementation. (See responses to question 2, p. 10).

II. NUEA members affirm that Title I creates an educational program directly involving extension and continuing higher education resources of the nation's colleges and universities. There is general satisfaction with state agency management when it is in the hands of education agencies. There is general dissatisfaction in states where the state agency is in other than education agency hands. This suggests the NUEA might well give consideration to seeking amendment of the Act to assure its management by higher education related state agencies. (See responses to question 3, p. 11).

Eighty-three of the 101 respondents replied to our inquiry about what federal agency they thought best for Title I administration. Thirty-eight (38) favored the Bureau of Higher Education. Apart from this cluster of responses, no agency received more than 12 "votes". No non-educational agency was suggested, emphasizing again the conviction of the respondees that Title I is an education act, and that it should be administered by some H. E. W. agency. (See responses to question 11, p. 20).

III. While 71 NUEA members do not find their state's discretionary rules and regulations objectionable, 27 do find them troublesome. These 27 are located in 16 states. Their concerns are reported in answer to question 4. (See p. 12). On the other hand, 31 institutions reported discretionary rules and regulations they believe would be good if adopted by all states. Their suggestions are reported in answer to question 5. (See p. 13). No recommendation is made here concerning NUEA action or posture, however, it is hoped the results reported may be of value to the institutions and agencies in the several states.

IV. Reports from institutions in 42 states show that proposed institutional programs are approved for activation by Advisory Councils or Committees in 20 states and by screening or review committees in 14 states. The State Agency approves in 4 states and in the remaining 4 consultants or readers are used for this purpose. These results are reported in responses to question 6. (See p. 14). We also asked "What procedure does the State Agency use in evaluating projects?" The results are reported in responses to question 8. We regret the question may have been not entirely clear. We intended to get at the manner in which completed or in-process programs were evaluated, but there is evidence the respondents in some cases thought we were seeking information about initial approval procedures. While the statistical summary may therefore be of questionable validity, the summary of comments may be of value to some of the institutions and state agencies. (See p. 16). Sixty-seven institutions report they plan their

programs with the audience to be served prior to submitting proposals. Eighteen report they contact the audience to be served after approval of projects. The responses suggest the desirability of some procedure that would allow for a kind of preliminary or tentative approval of programs with a time lag to permit planning with the audience to be served prior to final approval and activation. (See responses to question 13, p. 22).

V. Fifty (50) institutions offered suggestions or made comment on Section 101 of the Act (which states its purpose). The answers are so diverse they do not lend themselves to cogent summary. (See report of responses to question 9, p. 17). It is clear, however, that NUEA members responding to the questionnaire by an 91 to 7 margin agree with the Bureau of Adult, Vocational and Library Programs, U.S.O.E. (administering federal agency at the time of the survey) interpretation of Congressional intent, i.e., the purposes of Title I are 1) to help people solve community problems, and 2) to strengthen and improve community service and continuing education programs of institutions of higher education. We asked the 91 who agreed with this interpretation to give a priority to 1) or 2). Their responses showed 33 giving number 1) the top priority and 55 giving number 2) the top priority. The conclusive result would appear to be that NUEA members favor the dual role of the Title I mission. Obviously the question cannot be separated from the matter of the level of funding support and the timing of appropriation by Congress. To some the matter is simply one of semantics, and they argue that neither intent can be fulfilled without the other. Other respondents

argue that as long as the states determine their plans the emphasis will be theirs to determine. (See summary of responses to question 10, p. 18).

Question 15 sought to determine the extent to which Title I to date has "strengthened community service programs" by making staff additions possible. It appears that only 34 of the 101 respondents have been able to add permanent staff. A generous estimate of the number of staff added would not exceed 75 full time equivalent persons among the 34 institutions. By far the greatest number of institutions responding are using already existing staff to carry out Title I programs. It would appear that Congressional intent to strengthen the institutions (at least in this important respect) has not been fulfilled. (See responses to question 15, p. 24).

Another facet of strengthening institutional capacity relates to the length of time staff may be involved in programs. Title I does make it possible to embark upon programs of more than one fiscal year's duration. Since 1966 it was reported that 53 institutions have had 124 projects running over a two year period. Another 27 reported 62 projects running more than 3 years and 9 institutions report programs of 4 years or longer duration. Keeping in mind that our survey results are from only 101 institutions in the country as a whole, and that in 1968 alone more than 400 institutions participated, it would appear reasonable to conclude that something less than 5% of the programs activated since 1966 have covered more than a one year time period. If consistent involvement of staff is relevant to the matter of strengthening institutional capacity it would appear that the intent of Congress remains unfulfilled in this respect as well. (See responses to question 14, p. 23).

VI. In the matter of funding, 63 institutions felt their states had adequate funding for administrative purposes. However 30 institutions in 20 states felt the administrative funding was not adequate. The states are enumerated in the responses to question 7 (See p.15).

With three institutions not responding, the NUEA members responding overwhelmingly favor advance funding by a vote of 98 to 0. (See response to question 12, p.21).

With regard to the level of funding, the majority of institutions indicate their states could effectively have used two-to-three times as much federal support. This would appear to be about $25,000,000. Only 2 institutions felt the present $9,500,000 level to be adequate. Fifteen (15) institutions believed funding at four times the current level would be desirable. Only 4 institutions favored funding at the authorized level. (See responses to question 17, p. 27 and question 22, p.34).

We asked the institutions to provide the titles of up to three worthwhile projects that could not be funded at the current level of appropriations. The most representative of these are listed in Appendix II of this report.

The funding ratio favored by 61 respondees is 75% federal to 25% non-federal funds. Another 18 favored a 66 2/3 to 33 1/3 funding ratio. (See responses to question 19, p.29).

State legislative funding support for State agencies was reported by institutions in only 9 states, and direct state appropriations to universities for Title I programs was reported by 6 institutions. It is

quite clear that colleges and universities are making a very substantial contribution to Title I programs without direct assistance from their legislatures in the great majority of the states. (See responses to question 20, p. 31).

Question 21 sought to provide some measure of the extent of institutional resources applied to Title I programs. In the four fiscal years from FY 1966 forward, the $39,500,000 of federal funding called for non-federal matching of slightly less than $15,000,000. Eighty-five NUEA institutions, from their own resources report they contributed $9,003,666.36 in that period. With only 43 NUEA institutions reporting they had cash institutional funding support, one must assume that contributed faculty and staff services constitute much of the total. The results demonstrate that concerns of the educational community have been translated to action at no small sacrifice. NUEA may take merited pride in the role its institutions have played to make Title I not only meaningful but viable as well. (See responses to question 21, p. 32).

VII. Closely related to funding is the matter of federal regulations relative to direct and indirect cost allowances. While 57 of the 101 respondees would recommend no changes in current regulations, 35 did express concerns. The 35 centered their suggestions on three matters: 1) the need for a uniform indirect cost rate; 2) the need to provide a formula to cover more of the indirect cost factors; and, 3) the need for a formula unique to extension, i.e., different from a formula for research projects. The matter appears to merit further NUEA and HEW study. (See responses to question 25, p.38). Auditing procedures

appear generally to be not troublesome to NUEA institutions responding. Seventy-nine (79) of the respondees say they know of no apparent conflict in interpretations of rules and auditing procedures. Only 8 reported conflicts. (See responses to question 24, p.37).

VIII. Do NUEA members favor use of Title I funds for research? Sixty-seven institutional responses favor allocations for research on problems within the purpose of the act, and 34 do not. Those favoring such use of funds seem agreed the amount should be related to the level of funding. Those opposed argue that all of current funds are needed for the "action programs" called for by the title. (See responses to question 23, p. 35).

IX. Only twenty-seven (27) institutional responses indicated belief that the purposes of Title I would be better served if there were some number of designated national problem areas (six to eight) within which all institutional projects were to be approved. Sixty-eight (68) institutions were opposed to the proposition. Comments on the suggestion are summarized in the report of responses to question 16. (See p. 26). We asked our members if they favored or opposed Senator Javits' proposal that Title I be amended to provide 10% of its funds for regional or inter-state programs. Forty-seven (47) favored the proposal. Forty-eight (48) were opposed. The responses again related the proposal to the level of funding. Most who were opposed felt the proposal should not be approved at least until funding was increased and some expressed doubts about who might have administrative responsibility and the benefit at the community level of centralized or regional efforts. (See responses to question 26, p. 39).

X. In response to our request for general comments the institutions came forward with a variety of thoughtful and diverse suggestions. Eighteen representative responses are summarized in the responses to question 27 (See p. 40).

1. Does your institution serve as the state agency in your state for the administration of Title I (HEA '65)?

Yes 20 No 81

Comment:

Of the one hundred and one (101) reporting institutions in our NUEA membership twenty (20) serve as their State's Agency for Title I. The twenty (20) are:

1. University of Alabama
2. University of Alaska
3. University of Arkansas
4. University of Delaware
5. Florida State University System
6. University of Georgia
7. Regents Universities in Iowa*
8. University of Kentucky
9. University of Maine
10. University of Maryland
11. University of Nevada
12. University of New Hampshire
13. University of New Mexico
14. University of Oklahoma
15. University of North Carolina
16. University of Tennessee
17. University of Virginia
18. West Virginia University
19. University of Wisconsin
20. University of Wyoming

*In Iowa, three (3) NUEA members constitute the State Extension Council which is the state agency for that state. None of the Iowa universities reported themselves as the agency.

2. Has any member of your institution served on any (in-state, regional, national) administrative or advisory body relative to Title I?

Yes 84 No 16 N.A. 1

Comment:

NUEA personnel have been and are deeply involved in Title I affairs. They serve as members of state advisory councils and on various boards and committees in the several states.

3. What agency in the state, if other than your institution of higher education, serves as the state agency for Title I:

Do you feel this is the appropriate agency for the administration of Title I in your state?

Yes 70 No 17 N.A. 14

Comment:

The thrust of this question was to determine the validity of an often-made assumption: That Title I is basically an educational program and best managed by agencies directly involved in higher continuing education.

The negative replies by some institutions represent three different viewpoints. One view expressed the opinion that the Title I program needed educational leadership and that a state agency should be represented by an institution of higher education rather than an administrative office of state government. The second viewpoint expressed a concern that where a state agency was a state economic development or planning department, these departments were subverting the Title I program to the goals or objectives of the particular department. A third view expressed the opinion that the administration of Title I should not be located in an educational institution that competes with other institutions for program funds.

The favorable response on the existing state administrative agencies reflected opinions that the present institutions of higher education serving in such capacities were doing a creditable job, or that a statewide education unit, such as a coordinating council for higher education or similar body was the logical agency to work with this type of program and the varied educational institutions participating in the program.

The NUEA may wish to give consideration to the desirability of seeking amendments to the Title so that it is administered by an educational agency in each of the states and other governmental units.

4. Recognizing that there may be rules or regulations necessary or unique to each state which may not be applicable or practical for other states, are there discretionary rules or regulations (by state agency, by your institution, by state law or regulation) in your state that have been troublesome for your institution in conducting approved Title I projects?

Yes 27 No 71 N.A. 3

Comment:

In general the NUEA member institutions do not find their state's discretionary rules and regulations troublesome. The laws, regulations or other activities in particular states that were reported as being troublesome for twenty-seven (27) institutions in sixteen (16) states covered a broad range:

a. State plans too limiting
b. Difficulty in meeting matching fund requirements
c. Undue influence of state agencies as to the nature of proposals or institutional participation
d. Long delay between submission and approval of projects
e. State laws prohibiting disbursement of funds to church related institutions
f. Retention of percentage of approved project funds for state agency administration
g. Lack of clear procedures and guidelines by state agency
h. Burdensome requirements by budget divisions of individual states
i. State laws prohibiting encumberances past the fiscal year in which funds were appropriated
j. Arbitrary decisions on areas of emphasis and restrictions as to types of programs by state advisory committees and councils, and/or state agencies
k. Concern as to the politics and basis for review and selection of projects for approval by the state agencies.

5. Are there any discretionary rules or regulations that your state agency has adopted that you believe would be good if adopted by all states?

Yes 31 No 51 N.A. 19

Comment:

The discretionary rules and regulations that were favorably reported include:

a. Encouragement of inter-institutional cooperation
b. Rules which allow re-submission of effective projects
c. Freedom to shift funds (up to 10%) among budget-line items without state agency permission
d. Use of brief preliminary proposals
e. Application of funds limited to resolution of certain problems in urban areas
f. Use of funds for a few strategic or priority projects, rather than many small projects
g. Reasonable indirect cost formula
h. Consortium approach on a limited number of community problems, or separate but cooperative programs
i. Deadline for encumbering funds twenty-four (24) months after approval
j. Flexibility in reallocation of funds within fiscal year between projects and institutions
k. State agency policy to deal with only one agency in each educational institution, thus placing responsibility on the institution to solve its own problem of how Title I funds will be used
l. Two states reporting set overhead rates for Title I projects (10% and 15%)
m. Focus on a single state problem in order to make a noticeable impact

6. What procedure does your state agency have for the approval of proposed institutional projects?

Comment:

Although final approval of proposed institutional projects is made by the appropriate state agency in each state, this question reports the various approaches to review and recommendation for project approval. Responses were tabulated by states with the following result:

By advisory council or committee	20 states
By screening or review committees	14 states
By readers or consultants	4 states
By state agency	4 states
No answer	8 states
Total	50 states

7. Insofar as you know, does Title I (HEA '65) provide adequate administrative funding for the state?

Yes 63 No 30 N.A. 8

Comment:

The thirty (30) institutions reporting opinions that the administrative funding for their states was inadequate are located in twenty (20) states. Five (5) of the institutions are in Florida, three are in New York. From Missouri, Washington, Ohio and Iowa came reports of inadequate funding from two (2) institutions in each of these states. Other institutions were located in Oregon, Kentucky, Michigan, Oklahoma, South Dakota, Georgia, Montana, West Virginia, Nebraska, Virginia, Illinois, Alaska, Nevada, and California.

8. What procedures does the state agency use in evaluating projects?

Comment:

It is possible that there was some misinterpretation of the question by a number of institutions. The question as phrased was not entirely clear as to whether the "evaluation" referred to evaluation for the approval of projects, or evaluation of completed or in-progress projects. The question was intended to analyze the procedures used by state agencies in evaluating completed or in-progress projects.

The responses were tabulated by states with the following results:

Reports by the project director	5 states
Reports by the project director and on-site visits to the project in operation	18 states
Reports by the project director and special faculty reports	2 states
Reports by the project director and consultants	1 state
Reports by the project director, on-site visits, and consultants	9 states
Reports by the project director, on-site visit, and other	5 states
Reports by the project director, on-site visits, consultants, and other	5 states
No answer	5 states
Total	50 states

The predominant evaluation procedures utilized by state agencies consisted of reports of the project directors, and on-site visits to projects in operation. Nine states, in addition to reports of project directors and on-site visits, utilized consultants in the final evaluation.

The evaluation category "other" reported these procedures or proposed plans for evaluation: Statewide evaluation proposed for 1970; plans to implement a PERT procedure; project reports from advisory council members; informal contacts; state agency studies; site visits by technical review panel members; a proposed study by a research unit from a state institution; and annual evaluation conferences.

9. The purpose of Title I of the Higher Education Act of 1965 is set out in Section 101 of the Act as follows:

"For the purpose of assisting the people of the United States in the solution of community problems such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health, and land use by enabling the Commissioner to make grants under this title to strengthen community service programs of colleges and universities..."

What revision, if any, would you recommend in this statement?

Comment:

Fifty (50) institutions made specific comments on this question. Twelve institutions responded that the purpose of the Act should be to strengthen continuing education activities or divisions of colleges and universities. Four institutions responded that the emphasis should be on strengthening community service programs of colleges and universities. Another eight institutions spoke to several general themes: The need for innovation and creativity in the program, to attack the crucial problems of society, to assist "grass roots" efforts in community development, and to assist people to comprehend and make decisions in a technical and intricate social and political environment.

Ten institutions provided varied comments such as: The programs should be tied to state universities; the need to add parent and human relations, use of leisure time, in urban communities, and educational opportunity to the problem areas; to help people realize their responsibility to help themselves; and to broaden Title I to provide federal assistance to continuing education by institutions having established programs meeting NUEA standards.

Sixteen institutions reported no reaction to the purpose of the Act or that the Act was satisfactory in its present form.

10. The federal agency for the administration of Title I (Bureau of Adult, Vocational and Library Programs, Division of Adult Education Programs) has interpreted Congressional intent in respect to the purpose of Title I as: 1) to help people solve community problems, 2) to strengthen and improve community service and continuing education programs of institutions of higher education.

a) Do you agree with this interpretation: Yes 91 No 7
Yes and No 1 N.A. 2

b) If yes, which of the two should have top priority? 1 33 2 55 N.A. 8
1 and 2 equal 5

c) If no, how do you interpret Congressional intent for Title I?

Comment:

Thirty-five institutions provided a statement on the question of purpose and priority of Title I. Thirteen institutions replied that the strengthening of community service and continuing education programs of college and universities through Title I would thereby enable these institutions to assist in the solution of community problems more effectively.

A nearly equal number of institutions (12) held that Title I had a dual role or priority - to help in the solution of community problems, and to strengthen institutions of higher education. One institution believed the top priority was to help people solve community problems, and two institutions would support this priority so long as the level of funding was inadequate, with a shift to strengthening of institutions when adequate funding was provided. Seven institutions reported a variety of viewpoints: That institutions were not ready or equipped to solve community problems, but were equipped to provide educational needs; the possible role of Title I in assistance to business, industry and the public similar to Cooperative Extension's assistance to agriculture; that Title I should be utilized to develop models which could be applied on a broad scale; an opinion that state agencies can thwart Congressional and Office of Education intent to strengthen college and university continuing education programs; an opinion that the needs of the times have subverted the original intent of Title I to strengthen institutions of continuing education; a statement that the intent of the Office of Education is to "revolutionize" the university and in the process to by-pass administrative divisions responsible for extension or continuing education programs; and that with the present low level of funding, the current contribution of Title I at least for the urban universities, should be to get them into the habit of using this piece of legislation to serve the community.

The answers are so varied it is almost impossible to draw any consensus from them. Some typical responses follow:

a. "Number 2 includes the first part."
b. "Number 1 should be the first priority so long as the level

10. (Continued)

of funding is inadequate. Should Title I be funded to the level of authorization, priority 2 would become more meaningful."

c. "If we accomplish number 2, then number 1 should follow automatically."
d. "It's really chicken and egg."
e. "One needs the other."
f. "They must exist side by side."

11. What unit, and division of Federal Government would you consider as the best for administration of Title I?

Comment:

Eighty-three of the 101 respondents answered this question as follows:

HEW	12
Office of Education	12
Bureau of Higher Education	38
Bureau of Continuing Education	2
Division of Adult Education Programs (USOE)	6
Present location-Community Services and Continuing Education Branch (USOE)	10
NUEA	1
Any conscientious unit	1
Federal agency of little consequence if program administered by a state agency	1
No comment, opinion or suggestion	12
N. A.	6

While the responses indicate a great variety of opinions on the exact agency, it is clear that NUEA members regard Title I as an education act that should be administered by some agency of Health, Education and Welfare.

12. Do you believe the association should continue to favor advance funding i.e., Congressional action on appropriations a year in advance of the fiscal year?

Yes 98 No 0 N.A. 3

Comment:

It is clear that the NUEA membership overwhelmingly favors advance funding.

13. Do the proposals submitted by your institution primarily reflect:

a. 67 planning with the audience to be served prior to submittal.

b. 18 contacting the audience to be served after approval.

a. and b. 12

N. A. 4

Comment:

A number of the replies to this question reported that advance planning with the audience was strongly stressed and encouraged. However, one institution indicated that in a number of instances, advance planning with the audience had developed considerable enthusiasm in the community, but in those cases where a project had not been funded, the audience had subsequently lost confidence in the institution, and relationships with the community frequently had deteriorated.

Responses to this question relate directly to the need for advance funding, and suggest the desirability of some procedure that would allow for a kind of preliminary or tentative approval of programs with a time lag to permit planning with the audience to be served prior to final approval and activation.

14. Since Title I was first funded (fiscal year 1966), how many of the same projects at your institution have been repeated without essential changes through fiscal year 1970:

for more than two years	124	reported by 53 institutions.
for more than three years	62	reported by 27 institutions.
for more than four years	25	reported by 9 institutions.

Comment:

It is clear that the flexibility of Title I regulations does make it possible to embark upon programs designed to be continued over more than one fiscal year. One may estimate that well over 2500 Title I projects have been nationally authorized in the period concerned. It would appear that something less than 5% of them are or have been approved in the nation as a whole for more than one year.

There were few specific comments to this question. One institution reported that its state agency had stressed change in terms of the type of proposals to be submitted or considered. Another institution reported that each proposal submitted must stand on its own, and no priority was given for a second year's funding.

15. Under the system of projects submitted for approval with specified terminal dates, which is assumed to be the usual method of funding Title I projects, have you been able to add permanent staff?

Yes 34 No 61 N. A. 6

If yes, how many?	No. of Institutions
Several	1
1/2 man	1
3/4 man	1
1 man	11
2 men	9
3 men	5
3 1/2 men	1
4 men	3
5 men	1
15 men	1

If yes or no, what percent of the man-time called for in approved projects at your institution was obtained through use of already employed regular staff:

	No. of Institutions		No. of Institutions
Almost none	1	36 1/2%	1
1 to 2 men	1	50%	12
1/2 time of 1 man	1	60%	1
94 academic & 20 non-academic	1	66 2/3%	1
1%	1	70%	2
2 3/4%	1	75%	8
5 - 10%	1	75 - 80%	1
10%	5	80%	6
10 - 25%	1	85%	3
20%	1	90%	5
25%	6	95%	1
28%	1	99%	1
30 - 50%	1	100%	11
30%	1	No answer	25

15. (Continued)

Of the percent of man-time obtained through use of already employed regular staff, was the project carried out:

1) On an overload basis 7 institutions

2) through transferring some portion of the regular salary to other uses 5 institutions

3) use of regular salary for matching purposes for Title I 30 institutions

#1 and #2	6	institutions
#1 and #3	13	"
#2 and #3	9	"
#1, #2, and #3	13	"
N. A.	18	"

Comment:

This question was asked, in part, to determine the extent to which institutions have been able to strengthen their capabilities to provide community service, extension and continuing education programs.

It appears that 34 of the 101 respondents have been able to add permanent staff. The exact number cannot be determined. It would appear probable that the number does not exceed 75 full time equivalent staff members.

By far the greatest number of institutions are utilizing already existing staff to carry out Title I programs. Many institutions are releasing staff for the purpose of matching requirements. This would mean that a substantial amount of faculty and other institutional resources are being utilized to make Title I operational. (See also answer to question 21).

16. Would the purposes of Title I, locally and nationally, be better served if there were some number of national problem areas (six to eight) within which all institutional projects would be approved?

Yes 27 No 68 N. A. 6

Comment:

Thirty-one institutions commented on the question.

Of those answering "yes", four provided comments: nationally defined problem areas would be favored only if such an approach would provide recognition of the need to strengthen community service programs of institutions; a national problem approach would be supported to the extent that it would open areas of the university to more extensive involvement; a concern that national priorities not by-pass local worthwhile projects; and a concern as to how broadly national problem areas would be stated.

Sixteen institutions answered no, and provided comments. Their views can be summarized as follows: the uniqueness of Title I is in the flexibility it gives each state to address itself to and determine its own problems, and for participating institutions to be specific in their area of aid, based on priorities of local communities; national priorities could restrict the freedom of individuals and institutions to address themselves to the pressing problems of their communities, and would also complicate the development of matching funds and local support; national problem areas would represent an additional limitation on efforts of state agencies to maximize the benefit of Title I to the community.

Among the general comments from eleven other institutions, was a suggestion for the development at the national level of procedures, criteria, model guidelines, model proposals, but to leave to each state the freedom to utilize its resources and its strengths as it best determines; a concern that national problem areas would add another layer of bureaucracy to Title I; a concern as to whether a project, piecemeal approach to continuing education can have a substantial effect; the need for a precise and cogent statement of the role, mission, and purpose of Title I, and that such a statement should not duplicate the role, mission, and purpose of other federal legislation.

A clear majority of NUEA members do not now favor the proposition suggested in the question. See also the answers to question 26 in this regard.

17. On the basis of legitimate project proposals that were received by the state agency in your state, and would have been funded in the fiscal year 1969 if the appropriations had been larger, at what level of funding should the Act have been supported?

My state could have effectively used

About what was received	2	institutions
Twice as much	36	institutions
Two to 3 times	2	institutions
Two and 1/2 times	1	institution
Three or more	1	institution
Three times as much	27	institutions
Four times as much	14	institutions
Four or more	1	institution
Other	10	institutions
No answer	7	institutions

Comment:

The majority of respondents (67) report they could have effectively used two-to-three times as much federal support. This would appear to be about $25,000,000. Only two institutions believe the present level ($9,500,000) is adequate. Fifteen institutions indicated a need for four times current funding.

Comments of interest included an indication by one institution that a number of the university units refused to submit proposals in view of the relatively limited funds. Another state did not encourage submission of more projects than they had funds to support. Mention was also made of the expanding community colleges in many states with a mandate to conduct community service programs. Only four favored full funding at the authorized level.

18. Would you please cite in brief, two or three of the best projects in your state (from your institution or others about which you may know) which were not funded because of the level of funding in fiscal 1969.

Comment:

The responses to this question would appear to be most useful in showing the need for greater funding. The most representative programs that could not be activated because of limited funding are presented in Appendix II of this report.

19. When Title I was first approved the matching fund basis was 75-25, then 50-50, and still later 66 2/3-33 1/3. What do you think the matching fund ratio ought to be? Would you please give reasons to justify the ratio you recommend?

Comment:

NUEA members responding to the questionnaire favor the 75-25 ratio of federal - non federal funding by a substantial majority. The results of the survey show:

Ratio	Number of Institutions Favoring
75-25	58
75-25 or 90-10	1
75-25 or 100-0	1
75-25 or 66 2/3-33 1/3	1
Sub Total	(61)
66 2/3-33 1/3	18
90-10	9
50-50	7
100-0	2
No answer	4
Total	101

The reason most often cited for the justification of the high federal, low institutional ratios (66 2/3-33 1/3, 75-25, 90-10, 100-0) was the very limited matching funds available from the institution and the state. Other related reasons frequently mentioned were: most institutional funds were already committed for on-going programs; would insure broader participation among eligible institutions; high non-federal matching requirement would tend to discriminate against private institutions; most needed projects were those for which very little money was available; low non-federal matching would result in a wider selection of projects based on merit rather than matching ability; with low non-federal matching state legislatures might find it possible to appropriate matching funds; the lower ratio made it possible for institutions to be more innovative and

19. (Continued)

gave greater incentive to the project originator.

Seven institutions citing a 50-50 ratio expressed the following opinions: institutional commitment was best demonstrated by the allocation of some resources, hence the compromise ratio; since the problem or target group was local, the local agency or institution should be willing to fund more than 25 or 33 1/3 per cent; a 50-50 ratio would increase institutional commitment, thereby meeting one of the purposes of the law - strengthening institutional capacity; better proposals were received when the matching funds were 50-50 in that the institutions were more realistic in the use of money.

Eighteen institutions citing the 66 2/3-33 1/3 ratio stressed the importance of the institution committing itself to the program. Other opinions expressed from institutions supporting the 66 2/3-33 1/3 ratio were: the current ratio was about right in all programs except those working with poverty and deprived people; allowed enough federal money for a university to carry out a project; required just about the right amount of state or local matching effort; institutions cannot expect a higher percentage from the federal government; ratio was a reasonable compromise; required a substantial contribution from the university without creating a hardship in raising funds; involvement of state and/or local levels contributes to the probability of success for the project.

One institution recommending the 100-0 ratio felt that the federal government now had most of the revenue through taxes. Another citing the 90-10 ratio expressed the opinion that the audience to be reached through the Act should not be asked to contribute. One institution recommended a 75-25 ratio for a short run uncertain project basis and a 50-50 ratio for a long run assured financing basis.

One other comment suggested a change in federal regulations to allow institutions to carry over excess matching funds to subsequent fiscal-year programs as a means of achieving important flexibility.

20. Has your state legislature appropriated matching funds to your state agency:

Yes 9 states

Comment:

The following reports were received:

Arkansas - $25,000
Kansas - $39,000 annually for three years
Louisiana - As required for administration only
Maine - $8,000
Maryland - Amount not indicated
North Carolina - $50,000 for next biennium
Virginia - Sufficient to match all programs
Washington - $8,333
West Virginia - $130,000 for 1969-70

These additional state comments were received:

Georgia - All funds for public higher education are appropriated by the legislature in lump sum to the University System Board of Regents. The Board of Regents has provided matching funds for state agency administration from its total legislative appropriation.

Hawaii - $117,510 (1968-69) not directly but has appropriated funds in terms of staffing.

New Jersey - New Jersey did not appropriate funds directly to match Title I money, but state funds appropriated for a general purpose are being used to match the $25,000 of Title I that are used to administer the Act.

Wisconsin - No specific amount but funds allocated to University Extension, the University of Wisconsin may be used for this purpose.

Has your state legislature appropriated matching funds to your institution?

Yes 6 No 92 N.A. 3

Comment:

The institutions are in Virginia, Texas, West Virginia, Hawaii, Delaware and Illinois.

This question and the next one are closely related. It is clear that the institutions are making a very substantial contribution of faculty and other resources to the program without direct assistance in the great majority of cases from their state legislators.

21. Does your institution -

a. allocate institutional funds to match federal funds for the projects?

Yes 43 No 46 N. A. 12

(See comment below)

b. provide contributed salaries or services of faculty and staff to match federal funds, or utilize some other matching arrangement? Please explain.

(See comment below)

c. Please estimate the dollar value of your institution's contribution to Title I activities since F. Y. 1966 (include cash contribution and the cash value of faculty and staff services used to match the federal share).

$ 9,003,666.36 reported by 85 institutions

(See comment below)

Comment:

Of the 101 institutions responding to the questionnaire, 81 offered comment on their sources of matching funds as follows:

61 utilize some arrangement of contributed salaries or services of faculties and staffs, indirect cost contributions, and space, supplies, services or facilities to provide matching.

6 use contributed faculty salaries plus fees, non-university personnel, donated services of consultants or other individuals and some university funds.

9 reported a variety of sources for matching funds: fees plus gifts from communities, overhead costs, overhead costs plus fees or cash matching, university funds, university funds plus funds from a private foundation.

2 rely on fees charged participants.

3 use state appropriated matching funds.

81

21. (Continued)

One of the most significant findings of the survey lies in the response to part C of the question. In the period concerned the $39,500,000 federal appropriations required non-federal matching of slightly less than $15,000,000 for the nation as a whole. Eighty-five N. U. E. A. institutions from their own resources report they contributed $9,003,666.36 to Title I activities in that same period. Well over 400 institutions participated in the program during this same period. (404 participated in 1968 alone).

With only 43 institutions reporting they had some access to hard cash institutional funding support and 85 reporting $9,003,666.36 contributed to the effort, one must assume that contributed faculty and staff services make up a large part of the total. It is clear that colleges and universities have responded with great vigor to the challenge of Title I. The faculty response clearly reflects concern translated into action in the interest of attacking the nation's urban problems. NUEA may take special pride, for its institutions have obviously given greatly of their resources.

22. Keeping in mind the matching requirements and the current provisions of the legislation, if Congress should appropriate the authorized $60,000,000 for 1971 (about six times the current level), would your institution allocate the resources to participate at six times the level of its current participation provided the current ratio and match was retained?

Yes 47 No 36 N.A. 17
Don't know 1

Comment:

Institutions which responded "yes" to this question and commented upon it look upon funding at a level six times the current appropriation as representive of a permanent program, and this would enable them to employ full time personnel and plan and budget on a long range basis. Funding at this level would allow a greater number of projects to be developed, more ambitious projects, and projects with a greater problem-solving potential. A number of institutions indicated that there needed to be some time lag to develop state support, and that a progressive rate of increase in appropriations under the Act would be preferred to a sudden jump to $60,000,000.

The institutions which responded "no" to this question represent those institutions which just could not participate at such a level, even if their states could participate. The largest group of institutions are those which would encounter substantial difficulties with the matching requirements, or where there are funding limitations. Other institutions would favor an increase in funding but not six times more, or they would need time to build up to such a level. This is also reflected in comments in terms of the need or time to hire personnel. For a few institutions, participation at such a level of funding could only be accomplished at a 75-25 or 100% ratio.

A comment should be made as to private institutions of higher education, particularly the urban universities. They have great concern about the problems of the inner city, and seriously want to participate in urban problem-solving efforts. Most private schools report they are in financial difficulty and are severely limited in available funds for community activities. A modest expansion of their community service programs might be achieved, but participation at a six-fold level would be impossible unless substantial sources of outside funds, i.e., foundation grants, state appropriations, contracts, could be found or developed.

23. Do you feel that Title I funds should be used for research on problems within the purposes of the Act?

Yes 67 No 34

Comment:

NUEA institutions responding to the questionnaire favor using Title I funds for research on problems within the purposes of the Act. They favor such use two-to-one.

The sixty-seven (67) institutions responding "yes" to the first part of the question suggest various percentages of the funds be used, as follows:

Institutions (66)	Percentage favored for research
1	5%
16	10%
6	15%
13	20%
14	25%
3	10%-15%
3	10%-20%
2	30%
1	30%-40%
2	50%
1	75%
4	Favor but list no%
1	"The amount needed"
67	

We asked further, "In your opinion, should the level of Congressional funding have a bearing on the amount of funds allocated to research?"

Yes 57 No 22 N.A. 22

Comment:

The institutional comments on this portion of the question fairly well represent the 66-33 ratio in favor of research. Research was supported as being relevant to action-oriented programs. Good research was cited as leading to effective programming and better allocation of funds. Opinions were also expressed that research could increase the scope of the program, provide more answers and attract more research-oriented faculty. The point was stressed that research should be built into programs along with evaluation, and without research there would be no new knowledge. Even with limited funding such funds should be applied to research.

23. (Continued)

The negative view as to the use of Title I funds for research were reflected in varying comments: that all of the present Title I funds are needed for community service and continuing education programs; that funding for the program would have to be substantially increased if research were to be allowed; that there are many other sources available now for research funds, and that there is sufficient or too much research. Opponents of the use of Title I funds for research also pointed out that the program needs to be productive in terms of assisting people and communities and in problem solving; that Title I was an action program and with limited funding the program needed to concentrate on problems, and consequently research should be restricted under such circumstances. The use of Title I funds for research would be recommended by most at such time as the full appropriation was made for the program.

24. State agencies are audited by federal auditors. Institutions programs are audited by the state agency. Has the audit of your institution's programs revealed any apparent conflict (in the interpretation of rules, regulations and procedures) between the auditing agencies?

Yes 8 No 79 N. A. 14

Comment:

In general, it would appear that auditing procedures are not currently troublesome to the NUEA institutions responding to the questionnaire.

Institutions (8) answering "yes" to apparent conflicts between the auditing agencies and the audit of the institution's programs made the following comments: methods of record keeping were not easily adopted; on several occasions, state line item control of budget has seemed to be more restrictive to the program than the federal Act indicates; although the state has not yet performed its audit, conflicts are anticipated due to the different information required; states pass the auditing function on to institutions by requiring tons of minutia; tuition benefits of secretarial help were disallowed in initial audit. Another institution stated the only conflict was a personality one.

One institution answering "no" to any apparent conflicts stated the auditor was a regional HEW auditor, not a state auditor; hence no conflict. Two other institutions answering "no" have not had federal audits.

25. Would you recommend any changes in federal rules and regulations relative to direct costs, and indirect cost calculation?

Yes 35 No 57 N. A. 9

Comment:

From the specific institutional comments on federal rules and regulations, three central concerns were expressed as to indirect costs. The first concern expressed the need for the development of a uniform cost rate for indirect costs, and a rate that would be applicable for all institutions and particularly for all institutions within a state. A second concern was that institutions were not being reimbursed for all of their costs in conducting Title I programs under the present indirect cost regulations. The third concern held that a uniform indirect cost rate was needed for community action programs (training programs, direct service programs or action type programs) as against the rate applicable to research programs.

The balance of the replies represented an array of institutional viewpoints and comments - recommended the use of A-22 revised for Title I; recommended adoption of the indirect cost calculations recommended to the Bureau of the Budget by the National Association of College and University Business Offices; recommended use of a 10% indirect cost rate; expression of a need for clarification of inclusion of faculty payments on overload in computation of indirect costs; a suggestion that indirect cost be determined only on the basis of the federal share of Title I funds; a recommendation that full overhead be allowed with a direct award to the institution by HEW.

One institution suggested the need for a clearer explanation of allowable indirect costs.

While five out of eight responding institutions recommended no changes, it would appear the matter merits further study by NUEA, HEW, and the state agencies.

26. It has been proposed by Senator Javits and others that Title I be amended to provide ten percent of its funds for regional or inter-state programs. How do you feel about this proposal?

Favor 47 Oppose 48 N.A. 6

Comment:

Institutions which provided specific comments to this question in general were opposed to the Javits amendment at the present level of funding, and favored the amendment only at such time as the funding was at an increased level ($20, $25, $50 million or full funding). Concern was expressed as to administrative responsibility for such a program, and a doubt as to the benefit at the community level of centralized or regional efforts.

27. Are there any other comments or suggestions on the Title I program at the federal or state level that you wish to make.

Comment:

Institutional replies to this question produced a wide assortment of thoughtful and diverse opinions in a general commentary on the Title I program.

1. The most often repeated comment was the need for additional or adequate funding of the program if it is to fulfill the intent of the Act. Without adequate funding, institutions cannot employ the necessary professional personnel, and there is a question as to how long faculty will support the program on an overload basis. Comment was made that the funding shouldn't be allowed to become so large that "the tail wags the dog." The comments reflected strong support for advance funding by Congress. The opinion was expressed that Title I has been "debated and studied to death" before it has had enough nutrition (money) to prosper.

2. Hope was expressed that adequate staffing for the National Advisory Council would be forthcoming.

3. Opinions were expressed that the program should have had more leadership from Washington at the national level; that the USOE administering office has not served as a clearinghouse; and, the national surveys by the national agency have been of little significance to state agencies. In this regard, one institution commented: "some members of the Washington office have got hung-up on the question of 'building university competence vs. solving community problems'. Obviously, this is a false dichotomy; it seems to me, instead, that the national office ought to be producing a series of ideas on possible projects, that would serve to guide various states and universities in developing effective programs. At a minimum, the national office ought to collect data on effective programs and communicate appropriate information about them around the country." Specifically mentioned were models, broad guidelines, detailed information procedures to assist states and universities in conducting effective Title I programs.

4. A number of institutions commented on the great latitude, flexibility and diversity of the program, and that this freedom needs to be preserved, rather than causing HEW to restrict programs or to make them too uniform nationally.

5. It was suggested that Congress should more clearly define the role of universities in identifying and solving problems.

6. One purpose of Title I is to strengthen continuing education programs of colleges and universities, and support should be given to the broader intent of the Act - i.e., supporting extension and continuing education programs.

27. (Continued)

7. Since Title I is an urban program it should be tied to other federal programs aimed at urban areas.

8. NUEA was urged to resist efforts of other federal agencies and interested groups to capture Title I.

9. A suggestion was made that Title I be restricted to senior colleges and universities because of their more adequate faculty resources.

10. A recommendation was made that direct grants by the federal government be made to institutions for federally selected or needed projects.

11. It was pointed out that there is a genuine problem in states where the designated state agency is other than one related directly to higher education. It was noted that this often leads to differing views of the state agency concerning acceptable projects under Title I, and tendency of such state agencies to spread the little money available among all institutions, thereby reducing the stable base for institutions willing to give continuing support.

12. Disenchantment was expressed concerning federal and state guidelines. Universities, it was said, should have funds to program under general terms of the Act, with a one, two, five, and ten year accounting as to results.

13. Need was noted for federal funding to train state agency and project directors, and for federal assistance to the states in evaluation.

14. It was suggested that the total increase in the institutional budget for continuing education and community service programs be used as a basis for matching in lieu of requiring individual program matching.

15. The need was expressed for a subsidy for continuing education. We have not seen the utilization of Title I funds as a supplement to other funds to provide more complete offerings for the part-time student, and the opinion was expressed that the federal government could provide impetus for this much needed service.

16. There was a comment that some institutional projects have been poorly conceived and bear little relation to the intent of Title I.

17. Concern was expressed about the growing complexity in the administration of Title I because of the necessity to satisfy both federal and state requirements.

18. One comment was as follows: My basic criticism of Title I has been the low level of imagination on the part of colleges and universities on the one hand, and state administrators on the other. There are only very few exceptions to this statement in my experience. In other words, the legislation is general enough and has all of the flexibility if people with imagination and courage will only use it more intelligently. That is to say, not so much as a political football or as an institutional administrative instrument of bureaucratic increase.

APPENDIX I

NATIONAL UNIVERSITY EXTENSION ASSOCIATION

Institutions Responding to Title I Questionnaire

University of Alabama
University of Alaska
University of Arizona
University of Arkansas
Auburn University
Bowling Green State University
Bradley University
Brigham Young University
University of California
Case Western Reserve University
Central Michigan University
Central Washington State College
University of Colorado
Colorado State College
University of Connecticut
University of Delaware
Drake University
East Carolina University
Eastern New Mexico University
Florida Agricultural and Mechanical University
State University System of Florida
University of Florida
Florida State University
The University of Georgia
Georgia Institute of Technology
University of Hawaii
Humboldt State College
University of Idaho
University of Illinois
Indiana University
The University of Iowa
Iowa State University
University of Kansas
Kansas State Teachers College at Emporia
University of Kentucky
Louisiana State University
Loyola University (Chicago)
University of Maine
Marquette University
University of Maryland
University of Miami
Miami University
University of Michigan
Michigan State University
University of Minnesota
University of Missouri (Univ.-Wide)
University of Missouri at Columbia
University of Montana
University of Nebraska
University of Nebraska at Omaha
University of Nevada
University of New Hampshire
The University of New Mexico
State University of New York at Albany
State University of New York at Binghamton
State University of New York Buffalo
University of North Carolina
North Carolina Agriculture & Technology State University
North Carolina State University at Raleigh
North Dakota State University
Northern Illinois University
University of Northern Iowa
Northern Michigan University
University of Notre Dame
Oakland University
The Ohio State University
Ohio University
Oklahoma State University
University of Oklahoma
Orange County Community College
Oregon State System of Higher Education
The Pennsylvania State University
University of Pittsburgh
Purdue University

Institutions Responding to Title I Questionnaire (Continued)

Rochester Institute of Technology
Rutgers - The State University
Sacremento State College
Saint Louis University
University of South Carolina
South Dakota State University
University of South Florida
University of Southern California
Southern Illinois University
University of Southern Mississippi
Syracuse University
The University of Tennessee
The University of Texas
University of Utah
University of Virginia
Virginia Polytechnic Institute
Virginia State College
University of Washington
Washington State University
Washington University of St. Louis
Wayne State University
West Virginia University
Western Illinois University
Western Washington State College
University of Wisconsin
Wright State University
University of Wyoming

Appendix II

Programs Not Activated or Substantially Reduced Because of Inadequate Funding

NOTE: Question 18 asked respondents to cite briefly two or three projects that were not funded because of the level of funding in 1969. Only about half the respondents answered this question; some respondents said they had no knowledge about proposals that had not been funded. Some state plans call for proposals in one or two community problem areas; obviously, proposals aimed at other problem areas will not be submitted. Several respondents made it clear that the low level of funding discouraged faculty members from submitting proposals; in some states and institutions efforts are made to keep the number and size of proposals within anticipated funding levels. For these and other reasons the projects selected for inclusion here must be regarded as only a sampling of projects that might have been approved had the funding level been higher.

University of Arizona---Upper Gila Area and Northwestern Arizona Area Resource Development Program; training program for correctional personnel (cut by one-half); community planning seminars reduced by one-third.

University of Alaska---Youth leader training for isolated villages of indigenous people; training project for local government.

Auburn University---leadership training among disadvantaged groups; technical managerial assistance to small businessmen on a statewide basis; planning assistance to state and local governments and educational assistance to their employees.

Case-Western Reserve University---"This is difficult to answer, since for the most part our institution has submitted only what we had a reasonable expectation would be funded, knowing how much money was available. Only comparatively small projects have been fundable."

University of Colorado---low- and moderate-cost housing--an educational program for developers and community leaders; a program for development of entrepeneurship for persons from minorities.

Colorado State University---"Biggest problem has been that approved projects have not been funded at the proper level."

University of Delaware---urban extension agent; a program for black entrepeneurship.

Drake University---local government workshop; inter-municipal relations; techniques of municipal fire administration.

Florida A & M University---program for the continuing education of women in six counties in North Florida.

Florida Board of Regents---the dietitian's role in combating malnutrition--geared to directors, staff and parents of Head Start and Migrant education programs; bridging the generation gap; citizenship foundation program.

University of Florida---urban counseling and research service; project to assist the economic development of Florida through improving the methods and strategies for penetrating overseas markets.

University of Georgia---community planning for juvenile delinquency prevention; pilot project for community-police self-study inventory of law enforcement needs; local government supervisory development seminars.

Humboldt State College---public health problems of the Indian minority.

University of Illinois---training of Blacks for community leadership; institute of urban learning centers; urban information center; experiment in teacher aide training.

Iowa State University---program in environmental health; develop an information base for effective community planning.

University of Kansas---expansion of a program in continuing education for women to provide added counseling, pre-college training, and placement services.

University of Maine---program to educate adult leadership to work with troubled youth; municipal management development program.

Marquette University---reading aides training program.

University of Maryland---project to train non-professionals to assume full staffing of a comprehensive child care center.

University of Miami---training of local and municipal government supervisors and managers; council for continuing education of women.

University of Michigan---course in conservation for the urban community; cooperative study of the structure and processes through which the university serves the community.

University of Minnesota---police-community relations program to assist police in improving face to face communication with youth, minority groups and other segments of society; neighborhood seminar project in community leadership to aid residents in lower income areas to improve leadership capabilities and participation; urban affairs continuing education to assist neighborhood community organizations to have a better understanding of public policy affecting them, and to play a more effective role in fostering improved conditions in urban government.

University of Missouri---series of workshops for regional planning for social welfare; attitude change for community action--series of seminars in the inner city involving both citizen client and professional service groups; urban youth development project for youth and youth agencies of the inner cities, including black cultural programs, drug use and abuse,

employment opportunities and training; teaching the community development process to citizens in urban areas; development of materials, media, and methods for continuing education of local school board members in areas of school integration, education of culturally disadvantaged, and student unrest.

University of Nebraska---training of teacher aides; development of family leadership in Omaha near-north side.

University of Nevada---a community-problems related study of the culture of the Indians of southern Nevada.

State University of New York (Albany)---major project by a consortium of colleges to reach rural poor with vocational training programs, counseling services, etc.

State University of New York (Buffalo)---proposal to develop and formalize university delivery systems in urban communities; proposal to assist local neighborhood communities and their schools to understand and deal with racial, class, and other tensions; development of methods for dealing with differences in perceptions of community issues.

Northern Michigan University---proposal to train community volunteer and official leaders to solve crucial community problems; program to identify and train leadership and conduct programs in the field of health education in the Upper Peninsula of Michigan.

Oakland University---counseling program for ghetto women.

Ohio State University---developing managerial capabilities of the emerging Black capitalist; symposium on pollution and waste disposal problems; leadership training for disadvantaged union members.

University of Oklahoma---proposal to enable an existing Human Relations Center to work with an urban community in the resolution of conflict--racial, labor, etc.

Oregon State System of Higher Education---proposal for establishment of a coordinated information center in the metropolitan area.

Pennsylvania State University---series of seminars on community planning and urban renewal in middle-sized cities.

Rutgers University---proposals for strengthening volunteer student activities in Newark by providing training personnel coordinators and a supervisor for student interns and a resource person for community social agencies; broad program of adult education in municipal government; school of architecture project aimed at urban improvement (Princeton).

University of South Carolina---development of educational materials and training programs to combat malnutrition and parasitic infection among the poor of the state; an expanded program for training state, county, and municipal employees in a broad range of subjects to improve the

administration of their activity.

Syracuse University---project aimed at educating hyphenated-Americans (ethnic minorities) on problems of the metropolitan community, especially black problems.

University of Utah---urban intern program; in-service training for state, county, and municipal community development workers; improvement and development of an urban disadvantaged neighborhood.

University of Washington---training of public school teachers in urban studies; community action workshop; guidance center for upgrading parental and community treatment of maladjusted children.

Western Washington State College---proposals to feed the study of community problems directly into social studies and other classes in high school and elementary schools.

Wright State University---project to teach people of the ghetto and the police to understand one another better and, consequently, to cooperate more closely to their mutual benefit; project to teach teachers to work constructively with children who are not yet of the age to participate in Head Start.

Edward M. Kennedy

MASSACHUSETTS

For Fiscal Years 1968, 1969, and 1970, the State Agency for Title I, the Board of Higher Education, determined that the major community problems to be attacked were:

Power and Responsibility of Local Government
Operations and Practices of Local Government
Urban Planning and Redevelopment
Planning for Conservation of Natural Resources

In Fiscal Years 1968, 1969, and 1970, 34 programs accounting for $597,408 in Federal funds were approved by the State Agency. The following table is a list of statistics by fiscal years.

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	14	11	$210,193
FY '69	11	11	$201,550
FY '70	13	12	$184,408

A representative listing of programs by participating institutions begins on the next page.

MASSACHUSETTS [illegible]

[illegible]:

1. Powers & Responsibilities of Local Government
2. Operations & Practices of Local Government
3. Urban & Planning & Redevelopment
4. Planning for Conservation of Natural Resources

[illegible]:

Urban 8
Urban/suburban 2
Rural 0
Regional (ur/su/ru, state-wide, area) 1

Project Problem Areas:	Number of Programs	Funds	Federal	Matching	Participants
Government	10		$166,550	$166,600	3,750
Human Relations	1		35,000	64,860	1,000
			$201,550	$231,460	4,750

Cooperative Programs

Program ID Number Participating schools

69-153-001--Williams College, Berkshire Community College, North Adams State College
69-117-007--Clark University, Holy Cross College, Quinsigamond Community College, Worcester Polytechnic Inst., Assumption College
69-013-008--Quinsigamond Community College, Clark University, Holy Cross College
69-119-009--College of the Holy Cross, Clark Univ., Quinsigamond Community College, Worcester Polytechnic Inst., Assumption
69-117-010--Clark Univ., Holy Cross College, Quinsigamond Community College, Worcester Polytechnic Institute, Assumption Co

Institutions Participating

No. of Eligible Institutions 105
Public 4 Yr. 0 Private 4 Yr. 11 Public 2 year 1 Private 2 year 0
Land Grant or State Univ. 2

Individuals Participating

Total Grant Notices 4,750

Institution	ID	Program	Prob. Area	Partic.	Dates	Fed. Funds	Local Matching	Total Funds
Boston College	110-005	IMPROVEMENT OF LOCAL GOVERNMENT THROUGH REGIONAL MECHANISMS: The program calls for the presentation of studies on the strengths & deficiencies of the various forms of regional governmental arrangements. A specific objective of the project is to show whether the present or a reconstituted county government provides the best solution.	G	300	1/69-9/69	$ 17,550	$ 17,600	$ 35,150
Boston Architectural Center	109-006	PEOPLE-CITIES: ENVIRONMENT DESIGN IN COMMUNITY PLANNING: Educational programs in environmental design concepts will be presented to administrative and/or engineering personnel of governmental agencies directly involved in community planning in order to enhance their knowledge of contemporary architectural or city planning concepts.	G	100	11/68-7/69	6,250	6,250	12,500
Clark University a-Holy Cross Coll. b-Quinsigamond Community College c-Worcester Pol. Institute d-Assumption Col.	117-007	THE VOLUNTARISM PROJECT: On the basis of recent legislation upon the structure of agencies, voluntary & public, the program calls for the development of practical models of comprehensive planning & delivery systems; planning conferences; and develop agency profiles which will be given to agencies that will participate.	G	100	10/68-6/69	5,720	5,720	11,440

Institution	ID	Program	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Quinsigamond Community College a. Clark Univ. b. Holy Cross College	013-008	DEMONSTRATION COMMUNITY COLLEGE COMMUNITY SERVICE CENTER PROJECT: The Community Service Center will sponsor workshops, serve as liaison between the citizenry & government officers, serve as catalyst for finding & recommending solutions to problems, & establishing an information center.	G	1,000	1/69-1/70	$ 19,000	$ 19,000	$ 38,000
Holy Cross College a. Clark University b. Quinsigamond Community Col. c. Worcester Poly. Inst. d. Assumption Col.	119-009	WORCESTER COMMUNITY DATA CENTER: Using academic personnel the Center will do some research to generate new data for use by the Worcester Center for Community Studies. Students will be used in research, collection, & interpretation of data.	G	300	1/69-1/70	4,983	4,983	9,966
Clark University a. Holy Cross Col. b. Quinsigamond Community Col. c. Worcester Poly. Institute d. Assumption Col.	117-010	CITIZEN PARTICIPATION AS A FACTOR IN EFFECTIVE LOCAL GOVERNMENT: The program will present a series of training & discussion sessions for a selected group of residents, picked by the City of Worcester as a Model Cities area. Its aim is to provide direct knowledge of local government & other agencies' activities.	G	100	12/68-10/70	40,297	40,297	80,594
Northeastern Univ.	138-011	CONTINUING EDUCATION PROGRAM FOR DIRECTORS OF VOLUNTEER SERVICES: Through workshops & discussions to inform citizens of the opportunities to participate in local government which might call for their voluntary services	G	200	1/69-12/69	10,000	10,000	20,000
		TOTALS		4,750		$201,550	$231,460	$433,010

[illegible] 11 — $216,889 Allocation

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Williams College (Berkshire Community College) (North Adams State College)	153-001	GOVERNMENT & ENVIRONMENT IN THE BERKSHIRES: The Center for Environmental Studies is to direct research on key issues of the environment--on what is wrong & how it can be improved. Topics will include such matters as recreation, water, wildlife, industry, forests, landscape beauty, & real estate development. It will try to develop citizen support for better local governmental action for environmental quality.	G	500	1/69-6/70	$ 37,500	$ 37,500	$ 75,000
Babson Institute	105-002	SEMINARS FOR TOWN FINANCE COMMITTEE MEMBERS: Present a series of seminars to acquaint town officials with latest techniques in municipal accounting, record keeping, budgeting, use of computers, etc.	G	200	10/68-3/69	3,250	3,250	6,500
Boston University (Metrocenter)	111-003	HUMAN RELATIONS TRAINING PROGRAM TO IMPROVE TENANT-MANAGEMENT RELATIONSHIPS IN THE BOSTON HOUSING AUTHORITY: A two-year project designed to improve the strained tenant-management relationship through better understanding of the problem & wider participation of each group solving it.	G	950	1/69-10/70	22,000	22,000	44,000
American International College	100-004	HUMAN RELATIONS TRAINING IN COMMUNITY PROGRAMS: The program is designed to train trainors, especially in the police department, but not limited to it. Its 5 phases are: Selection, Training, Inservice training, Coordination, & Developing of Consultants.	HR	1,000	1/69-10/70	35,000	64,860	99,860

Claiborne Pell

RHODE ISLAND

For Fiscal Years 1968, 1969, and 1970, the State Agency for Title I, the Board of Trustees of State Colleges, determined that the major community problems to be attacked were:

Poverty
Cooperative Programs for the Disadvantaged
Development of Community Leadership

The State Agency is in the process of approving FY 1970 programs and allocating FY 1970 funds. In Fiscal Years 1968 and 1969, 23 programs accounting for $218,956 in Federal funds were approved by the State Agency. The following table is a list of statistics by fiscal year.

Statewide

Year	No. of Institution	No. of Programs	Federal Funds
FY '68	5	13	$114,446
FY '69	9	10	$104,510
FY '70	Programs in process of being approved		$ 97,027

A representative listing of programs by participating institutions begins on the next page.

RHODE ISLAND

FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

Cooperative Programs for the Disadvantaged	9
Development of Community Leadership	1

Geographic Distribution:

Urban	10
Urban/suburban	
Rural	
Regional (ur/su/ru, state-wide, area)	

Project Problem Areas:	Number of Programs	Federal Funds	Matching Funds	Participants
Health	1	$10,566.50	$ 7,616.00	100
Human Relations	1	1,839.60	919.80	14
Personal Development	8	92,104.43	106,856.96	640
	10	104,510.53	115,392.76	854

Cooperative Projects

Program ID Number — Participating schools

69-005-001 Rhode Island Junior College, University of Rhode Island, Brown University, Providence College, Roger Williams Junior College, Bryant College, Salve Regina College

69-004-010 Rhode Island College, University of Rhose Island, Rhode Island Junior College

Institutions Participating

No. of Eligible Institutions 14

Public 4 Yr. 1 — Private 4 Yr. 5 — Public 2 year 1 — Private 2 year 1

Land Grant or State Univ. 1

Individuals participating

Total from Notices 854

Master List FY '69

RHODE ISLAND

Total Projects 10. Allocation $ 119,427

Institution	ID	Programs	Prob. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Rhode Island Jr. Col. coop.: RI Col., URI, Brown U., Providence Col., Roger Wms. Jr. Col., Bryant Col., Salve Regina Col.	005-001	THE URBAN EDUCATIONAL CENTER OF RHODE ISLAND: Designed to break the poverty cycle by offering courses and counseling addressed to the needs of those potential students who have dropped out of school and/or who are alienated by established systems of education. Provides lectures, seminars, etc.	PD	150	11/68-6/69	$25,000	$69,150	$94,150
Rhode Island Col.	004-002	A PART-TIME CONTINUING EDUCATION PROGRAM FOR DISADVANTAGED NEGRO AND WHITE ADULTS: New program permitting adults to attend two college-level courses each semester held at a time which will not interfere with their normal daytime work schedules. Courses deal with Urban Community and educational problems relevant to the academic and social problems of a community.	PD	20	1/69-1/70.	8,551.50	4,322.75	12,874.25
Bryant College	002-003	ADVANCED EDUCATION FOR EFFECTIVE SECRETARIAL PERFORMANCE: New program in secretarial skill training for a group of disadvantaged adults consisting of typewriting, filing, personal relations, office procedures, etc.	PD	20	2/69-5/69	1,816.93	1,408.47	3,225.40
Rhode Island Col.	004-004	LEADERSHIP TRAINING PROGRAM: Seminar including an overview of the basic concepts of the social sciences and their relevance to the local community and the identification, analysis of one of the problems of the local community selected.	HR	14	2/69-6/69	1,839.60	919.80	2,759.40

RHODE ISLAND (Cont'd)

Institution	ID	Program	Prog. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Brown University	001-005	ELECTRONIC CIRCUITS COURSE FOR UNEMPLOYED AND UNDEREMPLOYED: New program consisting of course in basic electronic circuits design and application design, basically similar to a course offered to Brown University students but will start at a lower level and have special emphasis on the use of a wide variety of electrical equipment and types of circuits in general use.	PD (P)	12	2/69-6/69	3,070	3,021	6,091
Providence College	003-006	SPECIAL CURRICULUM PROJECT FOR SOCIAL WORKERS AND TEACHERS: Expansion of previous program designed to increase and refine the knowledge of social workers and teachers in regard to relationships between school achievement, social adjustment and economic deprivation consisting of four courses --1)Poverty and Education, 2) Workshop for Teachers of Disadvantaged Children, 3) Poverty and Social Welfare, 4) Workshop for Public Welfare Social Workers.	PD	248	6/69-1/70	15,494	8,984.74	24,478.74
Univ. of Rhode Island	008-007	SUMMER PRE-MATRICULATION PROGRAM: Continuation of 1968 project. Project consists of faculty & counselors reviewing materials and teaching methods in major areas of instruction, arrange final details, housing, meals, transportation and provide necessary training in interpersonal relations and understanding the ghetto world for applicants from poverty areas of the State through contacts in high schools and community service agencies.	PD	50	6/69-8/69	17,400	9,579	26,979

RHODE ISLAND (Cont'd)

Institution	ID	Program	Proj. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
U. of Rhode Island	008-008	TRAINING PROGRAM IN BASIC HEALTH NEEDS OF MENTALLY RETARDED CHILDREN THEIR PARENTS AND DAY CARE WORKERS FROM DEPRIVED AREAS: Expansion of two previous Title I programs. Program designed to train individuals who are mentally retarded, their parents, and day care workers who are living in deprived areas to better understand sound concepts related to personal and community health problems.	He	100	5/69-8/69	10,566.50	7,616.00	18,182.50
Rhode Island School of Design	009-009	INDEPENDENT SUMMER STUDIES PROGRAM: A new six week, in-residence program which includes a broad course in media which will describe materials and processes of general interest as well as an array of professional areas in art and design available for more specialized study,	PD	40	6/69-8/69	10,772	5,391	16,163
Rhode Island Col. coop.: U. of RI R.I. Jr. Col.	004-010	CENTER FOR SOCIAL AND EDUCATIONAL DEVELOPMENT: New program involving development and operation of seminars for educational leaders and teachers. An important aspect of the program is the attempt to train resource people in black-white relations.	PD	200	7/69-12/69	10,000	5,000	15,000
		TOTALS		854		104,510.53	115,392.76	219,903.29

Ralph W. Yarborough

TEXAS

For Fiscal Years 1968, 1969, and 1970 the State Agency for Title I, the Coordinating Board, Texas College and University System, determined that the major community problem to be attacked was:

Problems of Urban Local Governmental Affairs

To carry out a comprehensive, coordinated and statewide program of community service 43 projects accounting for $648,837 in Federal funds were approved by the State Agency. The following table is a list of statistics by fiscal year:

Year	No. of institutions	No. of Programs	Federal Funds
FY '68	8	17	$ 333,837
FY '69	13	26	315,000
FY '70 Proposals are in the process of being submitted			333,603 Allocation

A representative listing of programs by participating institutions begins on the next page.

TEXAS

FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

Urban Local Governmental Affairs - all projects

Geographic Distribution:

Urban 26

Urban/suburban 0

Rural 0

Regional (ur/su/ru, state-wide, area) 0

Project Problem Areas:	Number of Programs	Federal Funds	Matching $	Participants
CD Community Development	3	$56,953	$56,953	108,550
G Government	17	191,280	198,965	21,471
HR Human Relations	3	59,934	59,935	10,900
LU Land Use	1	3,000	3,000	70
T Transportation	1	1,000	1,000	100
YO Youth Opportunity	1	2,833	2,833	400
TOTALS	26	315,000	322,686	141,491

Cooperative Projects

Program ID Number	Participating schools
020-007	Texas A&M University, Hardin-Simmons U.
450-013	North Texas State U., Joint U. Center for CS of NTSU and Texas Woman's U.
020-024	Texas A&M U., Southern Methodist U., Lamar State College of Technology

Institutions Participating

No. of Eligible Institutions 115

Public 4 Yr. 5 Private 4 Yr. 4 Public 2 year 0 Private 2 year 1

Land Grant or State Univ. 4

Individuals participating

Total from Notices

141,491 (200,000 audience)

Total Projects Allocation

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Texas A&M Univ. (Land Grant)	020-001	Continuing Education and Urban Extension for Model City Agencies in Texas: Courses, policy seminars, consulting services, and research assistance to develop and improve the knowledge and competence of local officials and neighborhood residents so that they may be better prepared to deal with physical, social, and economic problems of urbanization.	CD	108,100	1/69-12/69	$28,325	$28,325	$56,650
Texas Technological College (State University)	830-002	A Televised Series of Exploration of Local Urban Problems: Ten to fifteen televised broadcasts relative to current political and social problems in the Lubbock area to provide for improved understanding and an exchange of ideas between public officials and other community leaders.	HR	10,000	5/69-4/70	37,114	37,115	74,229
Lee College (2 yr. Private)	360-003	A Project to Provide a Police Science Curriculum at Lee College: Courses to attract young adults to professional police careers and to upgrade the quality of existing law enforcement officials. Results should also improve police image in the community.	G (LE)	76	1/69-1/71	14,901	15,126	30,027
Texas Christian University (4 yr. Private)	770-004	Intergovernmental Community Conference Program: A series of conferences, using seminars and gaming techniques, to increase the governmental officials' understanding of a selected number of issues relevant to the urban enviroment's design, structure, and functioning. (Includes budget and finance, public administration, the role of businesses.)	G	500	2/69-6/70	10,000	10,000	20,000

Institution	ID	Program	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Texas Christian University	770-005	Regional Conference for Newly Elected Mayors & Councilmen: Conference for newly elected officials in North Central Texas to provide them with an understanding of the urbanization process, problems to be encountered, and the resources available to combat these problems (of budgeting finance, zoning administration, etc.)	G	60	4/69-5/69	$ 3,000	$ 3,000	$ 6,000
University of Texas at Austin (State Univ.)	930-006	Model Neighborhood Peoples & Life Styles: Seminars and workshops on Education, Housing, Health, & Manpower & Economic Development using radio, TV, newspapers, & other material to provide a better understanding of the class & other differences between the residents of the Model Neighborhood & the professionals who are working in the area.	HR	400	3/69-6/70	17,000	17,000	34,000
Texas A & M University & Hardin-Simmons Univ. (4-yr. Private)	020-007	Community Service Workshops & Seminars for Local & Regional Policy-Makers, Administrators, & Citizens of the West Central Texas Council of Governments: To derive practical programs & realistic solutions to specific problems faced by policy-makers & administrators, & to establish citizen cooperation for the implementation of these programs.	G	1,400	1/69-12/69	12,410	12,410	24,820

Contd.

Institution	ID	Program	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Southern Methodist University (4-yr. Private)	630-008	Use of the 1970 Census Tapes: Publications & conference to acquaint officials of government, welfare & health agencies, & business with the kinds of data that will be available & the uses to which the data may be put.	G	70	1/69-6/70	$ 3,519	$ 3,617	$ 7,136
Lamar State College (4-yr. Public)	340-009	Urban Government Employee Relations Conference: Workshops & seminars to bring together school board members, teachers, & school officials to discuss ways of implementing new legislation concerning negotiations between teachers & school districts, & for Municipal personnel to consider the problem of employee relations & unionization of city workers.	G	300	2/69-1/70	6,000	6,000	12,000
Texas Christian University	770-010	Annual Conference for Planning and Zoning Commissioners in North Central Texas: on technical subjects related to planning & land use to develop possible long-range programs relative to development of the city & to improve flow of useful information.	LU	70	6/69-8/69	3,000	3,000	6,000
University of Texas (4-yr. Public)	850-011	The Role of the El Paso Council of Governments in Urban Planning: A study of organization, activities, & resources of the El Paso Council of Governments to recommend the most efficient & effective way in which the Council can meet its responsibilities in coordinating urban planning in El Paso County.	G	19	1/69-3/69	2,244	2,244	4,488

Cont'd.

TEXAS

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Texas Christian University	770-012	Role of the Police Officer in Society: Conferences to identify supervisory talent in the police departments of North Central Texas and to develop police participation in defining and understanding the role of law enforcement in an increasingly urban society.	G (LE)	40	9/69-11/69	$4,000	$4,000	$8,000
North Texas State Unversity (4-yr, Public) Joint U. Center for CS of NTSU & Texas Woman's Univ.	450-013	Development of Continuing Education Curricula for State and Local Officials and Employees: Identify educational needs of local government employees, and develop and conduct seminars, workshops, and courses to meet these needs.	G	396	9/69-8/70	14,720	14,720	29,440
University of Texas at El Paso	850-014	Fire-Police Management and Planning: Summer non-credit courses for firemen and policemen to prepare them to meet current problems, and a program of courses to assist them in earning a bachelor degree in areas related to fire and police mangement.	G (LE)	130	2/69-5/71	12,527	12,527	25,054
University of Houston (State University)	910-015	A Continuing Education Project Directed to Community Problems & Better Understanding of Social and Government Processes; TV programs (with panel to answer questions) to make the individual aware of the benefits, limitations, and obligations of living within a social structure.	G	7500 200,000 Audience	10/69-6/70	35,000	35,000	70,000

Cont'd.

Texas

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
University of Texas at Arlington (4 yr. Public)	060-023	Local Government Advisory Service: Courses, workshops, visitation, and counseling to provide information and technical assistance to local government officials.	G	130	3/69-2/70	$25,000	$25,000	$50,000
Texas Christian University	770-017	North Central Texas Regional Information System Conference: A series of seminars for private enterprise, local government, health services, educational services, and community services designed to provide the knowledge concerning information systems essential for the decision making process and the establishment of a regional information system.	G	350	3/69-1/70	6,847	6,847	13,694
Texas A&M University	020-018	A Comprehensive Community Services Program in Transportation: Seminars, conferences, and dissemination of technical information to keep professional personnel abreast of latest technical developments and to assist in training non-professionals engaged in related transportation activities.	T	100	6/70 - 7/70	1,000	1,000	2,000

Texas

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Austin College (4 yr. Private)	070-019	Programs For and Problems of an Emerging Metropolitan Area: Seminars conferences, and consultations for public officials and community leaders to develop skills in analyzing needs, resources, and alternatives for dealing with urban problems.	G	500	7/69-6/70	$20,000	$20,000	$40,000
Texas Christian University	770-020	Community Relations Program in North Central Texas Region: Conferences to assist law enforcement officers to discover more professional and creative means for coping with situations of civil conflict and racial disturbance.	G (LE)	100	7/69-8/69	4,000	4,000	8,000
Texas Woman's University (4-yr. Public)	860-021	A Workshop Series on Problems of Youth for Social Workers and Probation Officers: Workshops to offer local government officials up-to-date information concerning solutions to problems of youth.	YO (LE)	400	1/69-12/69	2,833	2,833	5,666
Texas Christian University	770-022	Community Relations Program in Fort Worth: Conferences to assist law enforcement officers to select and understand alternative methods available for effectively handling community conflict and racial disturbance.	G (LE)	100	9/69-10/69	4,000	4,000	8,000

Cont'd.

Texas

Institution	ID	Programs	Prob. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
The University of Texas at Arlington	060-016	Regional Information System Development: Analysis of existing information system to provide a basis for a continuing process of interaction among the agencies and interests involved to lead to the establishment of regional information systems in metropolitan areas.	CD	200	3/69-2/70	$24,628	$24,628	$49,256
Texas A&M Univ. Southern Methodist U., Lamar State College of Technology	020-024	Community Service Seminars: Reciprocative Education: Seminar series to seek answers to specific urban problems by increasing the interchange of ideas between academicians and urban policy makers.	CD	250	9/69-6/70	4,000	4,000	8,000
University of Houston	910-025	A seminar on Urban Affairs for The News Media: One week seminar to acquaint people in the news media with some of the problems which face the urban community and some of the people who are attempting to find solutions to these problems.	HR	500	9/69-6/70	5,820	5,820	11,640
Texas A&M Univ.	020-026	County Governmental Officials Program: Workshops and newsletter for office holders to improve understanding of the functions and responsibilities of various county office holders in meeting government problems.	G	9,800	3/69	13,112	20,474	33,586
		TOTALS...		141,491 (+200,000 audience)		315,000	322,686	637,686

Jennings Randolph

WEST VIRGINIA

For Fiscal Years 1968, 1969, and 1970 the State Agency for Title I, West Virginia University, determined that the major community problems to be attacked were:

Planning for Development and Organization (FY '69 and '70)
Development of Progressive Attitudes (FY '69 and '70)
Planning for Improved Educational Services (FY '69 and '70)
Educational Programs for Public Officials (FY '68)
Citizenship and Leadership Training in Public Affairs (FY '68)
Educational Activities Related to Housing (FY '68)
Human Resource Development (FY '68)

To carry out comprehensive, coordinated and statewide program of community service, 58 projects accounting for $362,974 in Federal funds were approved by the State Agency. The following table is a list of statistics by fiscal year.

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	14	24	$150,039
FY '69	16	20	121,271
FY '70	7	14	91,664 (not complete)

A representative listing of programs by participating institutions begins on the next page.

WEST VIRGINIA FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

1. Decision Making for Development & Organization
2. Development of Progressive Attitudes
3. Planning or Improved Services

Geographic Distribution:

Urban 5
Urban/suburban 1
Rural 3
Regional (ur/su/ru, state-wide, area) 11

Project Problem Areas:	Number of Programs	Funds		
1. Community Development	6	$ 39,563	$ 42,967	2,480
2. Youth Opportunities	3	24,143	25,936	122
3. Government	3	23,705	28,389	1,185
4. Recreation	2	8,248	20,902	125
5. Poverty	1	8,203	18,684	600
6. Personal Development	2	7,828	8,335	350
7. Land Use	1	6,353	2,100	150
8. Human Relations	1	2,428	4,144	50
9. Economic Development	.1	800	300	150
	20	$121,271	$151,757	5,212

Cooperative Projects

Program ID Number	Participating schools
#69-015-007	West Liberty State College, Wheeling College
#69-020-011	Wheeling College, University of Detroit
#69-016-013	West Virginia Institute of Technology, West Virginia State College
#69-018-014	W.V.U., Morris Harvey College, Bluefield State College, Fairmont State College, Glenville State Coll W. Va. Wesleyan College, Salem College, Davis & Elkins College, W. Va. Institute of Technology

Institutions Participating

No. of Eligible Institutions 20
Public 4 Yr. 8 Private 4 Yr. 6 Public 2 year 1* Private 2 year 0
Land Grant or State Univ. 1

*Includes Potomac State College from Md. #69-036-007

Individuals participating

Total from Notices 5,212

WEST VIRGINIA

Total Projects 20 — Allocation: $139,136

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
West Va. Univ.	018-001	CONTINGENCY MANAGEMENT TRAINING FOR NON-PROFESSIONAL CHILD DEVELOPMENT TEACHERS: New project consisting of a demonstration unit to be housed in a designated child development center plus an exposure of participants to college level courses in child development.	YO	44	1/69-12/69	$ 17,863	$ 20,434	$ 38,297
West Va. Univ.	018-002	A PUBLIC RELATIONS WORKSHOP FOR WEST VIRGINIA SCHOOL BOARD MEMBERS: New program including furnishing of information on school-community relations and standards for educational public relations, workshops consists of two sessions-winter and spring.	G	345	1/69-9/69	3,652	11,529	15,181
West Va. State Col	017-003	FINE ARTS INSTITUTE-PHASE II: Continuation of program consisting of both courses and production of a major opera or musical to train persons now teaching art music and drama and persons from the general public who are interested in serving on arts councils.	RE	50	2/69-7/69	5,080	12,970	18,050
West Va. Univ.	018-004	CRITICAL ISSUES CONFERENCES: Continuation of existing program including initial conference followed by workshops held on a regional basis for the purpose of developing an action-oriented conference program focusing on the critical issues of the day.	CD	600	5/69-4/70	13,852	7,829	21,681

Institution	ID	Program	Prog. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Wheeling College	020-009	USE OF CLINICAL SUPERVISION TO DEVELOP AND STRENGTHEN COMMUNITY EDUCATION-PHASE II: Continuation of an existing program designed as two-semester course to assist supervising teachers in gaining skills and understanding, associated with the role of a supervisor working with peers and in the improvement of teaching effectiveness.	G	40	7/69-6/70	$ 6,253	$ 3,152	$ 9,405
Wheeling College	020-010	CERTIFICATE PROGRAM IN URBAN LIVING AND COMMUNITY INVOLVEMENT FOR THE DISADVANTAGED: New program consisting of lecture-discussion groups, etc. To provide training for black and white people in ghetto communities in nature, structure, and problems of urban living as an incentive to become involved and to bring about change.	CD	60	4/69-12/69	3,630	1,200	4,830
Wheeling College cooperating, Univ. of Detroit	020-011	A WORKSHOP IN CAREER DEVELOPMENT FOR HIGH SCHOOL COUNSELORS: New program designed as a two-week seminar session to assist counselors in acquiring the skills necessary in helping students make choices in their career development, etc.	YO	20	5/69-8/69	2,399	1,620	4,019
West Va. Inst. of Technology	016-012	THE WYOMING COUNTY SCHOOLS TRAINING PROJECT: New project instructing para-professional aides of an ESEA funded project and designed to provide suplemental training for these personnel in areas of child development, educational psychology, philosophy and principles and practices of teaching in a four phase program.	YO	58	5/69-5/70	3,881	3,882	7,763

Cont'd.

W. VA.

Institution	ID	Program	Prog. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
West Va. Inst. of Tech.	016-013	DEVELOPING NEGRO LEADERSHIP POTENTIAL FOR ORGANIZATION AND ORGANIZATIONAL PARTICIPATION: New program (Phase I of a 3-year project) consisting of 16 weekly seminars designed to provide training to capable and promising persons in the Negro community for leadership positions and competance in organizational participation.	CD	70	3/69-10/69	$ 3,996	$ 3,997	$ 7,993
West Va. Univer. Morris Harvey Col. Bluefield St. Col. Fairmont St. Col. West Va. Wesleyan Glenville St. Col. Salem College Davis & Elkins College West Va. Inst. of Technology	018-014	EDUCATIONAL PROGRAM ON CITIZENSHIP RESPONSIBILITY: Expansion of a previous program consisting of 10-weekly classes designed to assist local interested citizens, through educational programs to participate in the improvement of government in West Virginia.	G	800	7/69-6/70	13,800	13,708	27,508
Shepherd College	014-015	COMMUNITY PRIORITIES FOR PROGRESS: New project consisting of a series of community forums. Topics including "The New Morality" "Problems Presented by Modern Warfare and Peace," "Protest, Order and Justice," etc., to combat widespread apathy in the community regarding major social problems.	CD	100	5/69-6/70	2,700	4,206	6,906

Cont'd.

W. VA.

Institution	ID	Program	Prog. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Marshall University	009-019	THE GROWTH AND DEVELOPMENT OF THE WRITING ARTS IN WEST VIRGINIA: New program designed as a 3-year program. Phase I commences with a Writer's Conference followed by mini-conferences for the development of a publication of works by promising writers in West Virginia.	PD	300	3/69-3/70	$ 4,075	$ 7,080	$ 11,155
Salem College	003-020	REFRESHER WORKSHOPS AND SHORT COURSES IN ENVIRONMENTAL SCIENCES: New program designed in four Phases Phase 1) One-day workshop to define problems of polution and conservation needs of communities, 2) One-day workshop concentrating on long-range State and Federal planning, 3) Eight-day refresher course in applied environmental sciences, 4) Eight-day session covering laboratory methods for applied environmental sciences. An updating of high school teachers and technicians in the environmental secinces.	LU	150	3/69-12/69	6,353	2,100	8,453
				TOTALS 5,212		$121,271	$151,757	$273,028

Cont'd.

W. VA.

Institution	ID	Program	Proj. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Bethany College	003-016	NEW DIMENSIONS - EDUCATION FOR RE-ENTRY: New program designed to offer 3-credit courses at the Moundsville State Penitentiary to include Plant Biology, Western Civilization History and Public Opinion Journalism, to provide an incentive as well as means for inmates to continue their education and to encourage expansion of educational programs in correctional institutions.	PD	50	4/69-6/69	$ 3,753	$ 1,255	$ 5,008
Bethany College	003-017	DIMENSION FOR LEADERSHIP, PHASE II-COMMUNITY FACTORS IN RELATIONS AND DEVELOPMENT OF INDUSTRY: Program to be a 1-day workshop to focus on specific problems of the upper Ohio Valley in terms of potential for relation and attraction of industry and to exchange ideas on ways of further improving and developing the area.	ED	150	3/69-4/70	800	300	1,100
Fairmont State College	007-018	WEST VA. FESTIVAL-INSTITUTE OF THE ARTS, PHASE II: New program consisting of a two-week intensive training program designed to enrich the choral and instrumental programs of the primary and secondary schools through broadening the experiences of their band leaders and music teachers through personal contact and training with famous musicians.	R	75	4/69-7/69	3,168	7,932	11,100

Harrison Williams

NEW JERSEY

For Fiscal Years 1968, 1969, and 1970 the State Agency for Title I, the Department of Community Affairs, the State Education Commission determined that the major community problems to be attacked were:

Citizen Participation in Community Development
Community Economic Development
Community Intergroup Conflict
New Education Resources and Strategies
Residential Environment: Housing and Neighborhoods

The State Agency is in the process of approving FY 1970 programs and allocating FY 1970 Federal funds. In Fiscal Years 1968 and 1969 25 programs accounting for $468,643 in Federal funds were approved by the State Agency. The following table is a list of statistics by fiscal year:

STATEWIDE

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	11	12	$240,589
FY '69	13	13	228,054
FY '70	FY '70 programs in the process of being approved		249,966 (Allocation)

A representative listing of programs by participating institutions begins on the next page. Attached also is a case study of the University Urban Extension" program developed by Rutgers University through Title I funding.

NEW JERSEY - FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

1. Citizen Participation in Community Development.
2. Community Economic Development.
3. Community Intergroup Conflict.
4. New Education Resources and Strategies
5. Residential Environment: Housing and Neighborhoods

Geographic Distribution:

Urban 13
Urban/suburban
Rural
Regional (ur/su/ru, state-wide, area)

Project Problem Areas:	Number of Programs	Funds Federal	Matching Funds
Community Development	10	$ 182,654	$ 91,327
Health	1	25,000	12,500
Youth Opportunities	1	15,800	7,900
Human Relations	1	4,600	2,300
TOTAL	13	$ 228,045	$ 114,027

Cooperative Projects

Program ID Number	Participating schools
69-012-010	St. Peter's College and Jersey City State

Institutions Participating

No. of Eligible Institutions 51
Public 4 Yr. 4 Private 4 Yr. 5 Public 2 year 1 Private 2 year 1
Land Grant or State Univ. 1 Professional 1

Individuals participating

Total from Notices: Not Available

Master List FY'69

NEW JERSEY

Total Projects 13

Allocation $ 249,254

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Fairleigh Dickinson Univ.	002-001	FAIRLEIGH DICKINSON URBAN EXTENSION: Title I funds will establish an Urban Affairs Institute which will be responsible for developing projects involving Fairleigh Dickinson in urban affairs and which will coordinate all academic research and activities related to community service.	CD		7/69-6/70	$ 20,000	$ 10,000	$ 30,000
Mercer Comm. Col.	033-002	COORDINATION OF HIGHER EDUCATION RESOURCES FOR MODEL CITIES: Program funds will be used to hire a "Higher Education Planning Coordinator" to act as liaison among institutions of higher education in the area and the residents of the Model Neighborhood in Trenton through the Model Cities Agency.	CD		7/69-6/70	18,000	9,000	27,000
Newark State Col.	017-003	TRAINING PROGRAM FOR GUIDANCE COUNSELORS OF DISADVANTAGED YOUTH: This program attempts to expand the concept of guidance in urban education by recruiting, training, certifying, and placing adults of unusual sensitivity about the particular problems of urban youth in the guidance departments of urban high schools.	HR			4,600	2,300	6,900

Institution	ID	Program	Proj. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
New Jersey Col. of Medicine and Destistry	034-004	COMPREHENSIVE HEALTH CARE PLANNING FOR POOR FAMILIES IN NEWARK: The New Jersey College of Medicine and Dentistry through its Department of Preventive Medicine and Public Health and in cooperation with Beth Israel, Columbus St. James, St. Michaels and United Hospitals proposes to plan and develop a network of three to six neighborhood health centers in Newark.	H		7/69-6/70	$ 25,000	$ 12,500	$ 37,500
Paterson State College	018-005	URBAN EXTENSION FOR YOUGH AND ADULTS: This program will create various community service activities. The resources of the college will concentrate on the problems of low income families.	CD		7/69-12/69	7,096	3,548	10,644
Princeton Univ.	003-006	COOPERATIVE COMMUNITY COLLEGE PROGRAM FOR URBAN YOUTH: An eight-week program for Street Academy students from Newark, Paterson, and Trenton. For four weeks, they will receive individual tutoring in the cities from Princeton students and will be given discussion sessions on relevant issues by Princeton professors. The second four-weeks will consists of formal classes, seminars, and tutoring on the Princeton campus.	YO	36	7/69-12/69	15,800	7,900	23,700
Rutgers-The State University	004-007	UNIVERSITY URBAN EXTENSION: The organization of the resources of the univ. so that might be effective in terms of solving community problems; the continual identification of community needs; the coordination of university efforts with other institutions.	CD	750	7/69-12/69	60,408	30,204	90,612

Institution	ID	Program	Prog. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Seton Hall Univ.	005-008	SETON HALL URBAN EXTENSION: Twenty four seminars for inner city residents of Newark which will provide them with a greater understanding of the couses of city problems and how decisions affecting public policy are made.	CD		7/69-12/69	$ 5,000	$ 2,500	$ 7,500
St. Peter's Col.	012-009	ST. PETER'S INNER CITY COLLEGE CENTER: The following programs will be developed: Minority Business Program; Consumer Education; High School Equivalency: and Family Assistance and Student Counseling for students with latent college potential.	CD		7/69-6/70	15,000	7,500	22,500
St. Peter's Col. and Jersey City State Col.	012-010	CENTER FOR COMMUNITY PROGRAMS: The major objective of the center is to develop and repository of expertise for the revivification of urban life in Jersey City. It will provide a structure for urban planning and study coordination; develop service and demonstration programs in the community; and bring community resources to bear on urban problems.	CD		7/69-6/70	15,000	7,500	22,500
Tombrock College	035-011	URBAN EXTENSION/TECHNICAL ASSISTANCE TO PATERSON MODEL CITIES AGENCY: This program will develop and support and Office of Community Affairs; train the Model Neighborhood Advisory Council; and develop and coordinate resources of area colleges for the Paterson Street Academy program.	CD		7/69-6/70	12,000	6,000	18,000

Institution	ID	Program	Proj. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Trenton State College	019-012	URBAN EXTENSION: This program will create the post of Coordinator of Community Programs and an Office of Community Affairs directly responsible to the President. The office will coordinate all activities and projects aimed at improving racial relations on campus and between the campus and surrounding communities.	CD		7/69-6/70	$15,000	$ 7,500	$ 22,500
Upsala College	013-013	UPSALA URBAN EXTENSION: Counseling and referral for youth and adults in cooperation with the East Orange Police Department and Model Cities cooperation; and also a housing forum for local tenants.	CD		7/69-6/70	15,150	7,575	22,725

Thomas F. Eagleton

MISSOURI

For Fiscal Years 1968, 1969, and 1970, the State Agency for Title I, the Department of Community Affairs, determined that the major community problems to be attacked were:

Human Relations
Intergovernmental Relations
Community Development Services (FY '68 only)
Local Government Fiscal Matters (FY '68)
Governmental Community Affairs (FY '68)
Assistance for the Disadvantaged (FY '69)
Governmental/Citizen Communications (FY '70)
Community Leadership Training (FY '70)
Unemployment (FY '70)

To carry out a comprehensive, coordinated and statewide program of community service, 40 projects accounting for $541,995 in Federal funds were approved by the State Agency. The following table is a list of statistics by fiscal year.

	Statewide		
Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	7	16	$194,796
FY '69	3	12	179,600
FY '70	5	12	167,599

A representative listing of programs by participating institutions begins on the next page.

MISSOURI

Institution	ID	Program	Prog. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Univ. of Mo. at Columbia	002-004	CONTINUING EDUCATION IN PLANNING AND ZONING: Courses, workshops, and forums for planning Commissioners, other elected and appointed officials, and lay citizens to make available basic information about planning and zoning and to provide more technical informational materials.	LU	1,200	1/69-12/69	$ 24,059	$ 12,030	$ 36,089
Univ. of Mo. at Columbia	002-005	CONTINUING EDUCATION FOR MAJOR POLICY DETERMINERS IN LOCAL SCHOOL DISTRICTS: Seminars for practicing school administrators and school board members.	G	1,500	1/69-12/69	14,530	9,265	23,795
Univ. of Mo. at Columbia	002-006	URBAN YOUTH DEVELOPMENT: Dialogues and specialized educational programs for young adults who are residents of the inner city area of St. Louis and the lower east side area of Kansas City. The program will develop strong indigenous leaders who can bring about solutions to the problems of urban youth and will test their methods through the demonstration.	YO	2,500	1/69-12/69	21,820	10,910	32,730
Univ. of Mo. at Kansas City	002-007	EDUCATIONAL DEVELOPMENT OF LOCAL GOVERNMENT LEADERS: A program of training, consultation, and implementation to develop among local government officials of the Kansas City metropolitan area and nearby at State areas, the capability to meet a broad and changing spectrum of training needs within local government.	G	260	1/69-12/69	15,669	7,835	23,504

Total Projects: 12 — Allocation $198,738

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Drury College	001-001	NEIGHBORHOOD LEADERSHIP EDUCATION: A program of group instruction and/or personal consultation for a small group of disadvantaged persons in the Model City area of Springfield, Mo. Expected topics include family planning and nutrition and medical care. The program hopes to reduce the isolation of the disadvantaged from social institutions.	P	100	6/69-5/70	$ 15,600	$ 7,800	$ 23,400
St. Louis Univ.	005-002	METROPOLITAN LEADERSHIP: A program to provide up-to-date knowledge and skills to municipal officials and employees and to communicate the substance of community and governmental problems to the public. It is divided into two major segments: (Community Consultation, which includes weekly radio broadcasts; and formal courses for managerial and technical personnel, public officials, middle level corporate executives, and neighborhood organization leaders.	CD	640 (Est. Radio Aud. 125,000)	7/69-6/71	36,846	5,700	42,546
St. Louis Univ.	005-003	COMMUNITY HEALTH SERVICES: Three segments: A) Courses for professional; B) Courses for medical technologists; and C) Two major conferences on urban health problems for health professionals and citizen leaders.	H	480	7/69-6/70	13,154	19,300	32,454

MISSOURI - FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

1. Human Relations
2. Assistance for the Disadvantaged
3. Governmental Relations

Geographic Distribution:

Urban	5
Urban/suburban	5
Rural	
Regional (ur/su/ru, state-wide, area)	2

Project Problem Areas:	Number of Programs	Funds Federal	Matching Funds	Participants
1. Community Development	5	$ 62,956	$ 18,756	1,435
2. Government	3	42,011	23,006	2,035
3. Land Use	1	24,059	12,030	1,200
4. Youth Opportunities	1	21,820	10,910	2,500
5. Poverty	1	15,600	7,800	100
6. Health	1	13,154	19,300	480
	12	$179,600	$ 91,802	7,750

Cooperative Projects

Program ID Number Participating schools

Institutions Participating

No. of Eligible Institutions 45

Public 4 Yr. 1 Private 4 Yr. 2 Public 2 year ____ Private 2 year ____

Land Grant or State Univ. ____

Individuals participating

Total from Notices : 7,750 (Plus an estimated radio audience of 125,000 for program #69-005-002)

MISSOURI

Institution	ID	Program	Prog. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Univ. of Mo. at Kansas City	002-008	A PROGRAM TO ENCOURAGE AND SUPPORT CRUCIAL METROPOLITAN DEVELOPMENT EFFORTS INVOLVING EDUCATION AND HUMAN RELATIONS: A six week seminar for school administrators serving low income areas of Kansas City and a course for teachers who deal with educationally disadvantaged Children to aid them in improving the education of economically disadvantaged youth in Kansas City.	G	275	12/68-8/69	$ 11,812	$ 5,906	$ 17,718
Univ. of Mo at St. Louis	002-009	DISCUSSION GROUPS ON CAUSES AND CONSEQUENCES OF THE URBAN CRISIS: Three pilot seminars on such subjects as Black Power and the sub-culture of poverty for members of community groups in the St. Louis metropolitan areas.	CD	45	1/69-12/69	5,550	2,775	8,325
Univ. of Mo. at St. Louis	002-010	THE MUNICIPAL ROLE IN METROPOLITAN TRANSITION: Five one-day workshops to demonstrate to local government administrators and policymakers that there are techniques and tools available to local governments to control and reduce the negative effects of social and physical change.	CD	200	1/69-12/69	7,285	3,643	10,928
Univ. of Mo. at St. Louis	002-011	THE PREVENTION AND CONTROL OF JUVENILE DELINQUENCY: This program will establish a continuing community dialogue and self study system for solving social problems and will develop a model for community action to fight juvenile delinquency which can be applied to any community.	CD	200		6,305	3,153	9,458

MISSOURI

Institution	ID	Program	Prog. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Univ. of Mo. at St. Louis	002-012	URBAN LEADERSHIP PROGRAM: Through basic programs using a wide variety of teaching techniques, this project will expose clergymen, lay leaders, and other citizens to some of the realities of urban life in order to help them to perform their roles as community leaders.	CD	350	1/69-12/69	$ 6,970	$ 3,485	$ 10,455
		TOTALS		7,750 (Radio Aud. 125,000)		179,600	91,802	271,402

Walter F. Mondale

MINNESOTA

For Fiscal Years 1968,1969, and 1970, the State Agency for Title I, the Higher Education Coordinating Commission, determined that the major community problems to be attacked were:

Government and Community Leadership and Development (FY 68 only)
Impact of Urban Growth (FY 68)
Economic Analysis and Public Policy (FY 69, 70)
Personnel Problems Related to Inter-Governmental Relations (FY 68)
Community Welfare Service (FY 68)
Modernization of Local Government Structure (FY 69, 70)

The State Agency is in the process of approving FY 1970 programs and allocating FY 1970 Federal funds. In Fiscal Years 1968 and 1969, 16 programs accounting for $319,699 in Federal funds were approved by the State Agency. The following table is a list of statistics by fiscal years:

STATEWIDE

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	4	8	$166,699
FY '69	5	8	153,000
FY '70	FY '70 programs in the process of being approved		177,698 (Allocation)

A representative listing of programs by participating institutions begins on the next page.

MINNESOTA - FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

1. Economic Analysis and Public Policy
2. Modernization of Local Government Structure

Geographic Distribution:

Urban	4
Urban/suburban	1
Rural	2
Regional (ur/su/ru, state-wide, area)	1

Project Problem Areas:	Number of Programs	Funds Federal	Matching Funds	Participant
Community Development	5	$ 96,000	$ 82,757	22,155
Government	3	57,000	44,808	600
TOTALS	8	$153,000	$127,565	22,755

Cooperative Projects

Program ID Number Participating schools

Institutions Participating

No. of Eligible Institutions 31

Public 4 Yr. 3 Private 4 Yr. 1 Public 2 year ____ Private 2 year ____

Land Grant or State Univ. 1

Individuals participating

Total from Notices: 22,755 (Plus 15,000 thru Mass Media From #69-212-001)

Total Projects - 8 | Allocation $177,277

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
University of Minnesota	212-001	METROPOLITAN GROWTH: THE IMPACT OF ALTERNATIVE PATTERNS: An educational program in the Twin Cities Metropolitan area that will inform both the public official and the private citizen of the fiscal impact of proposed alternative land use patterns in order that a participatory decision-making process can evolve. Meetings with local government bodies, civic groups, and business forums provide the major portion of the program. Publications, news releases, radio and TV are also used. (Urban/Suburban)	CD	3700 (Direct) 15,000 (Mass Media)	12/68-7/69	$ 9,000	$ 16,607	$ 25,607
Univ. of Minn.	121-002	MUNICIPAL FINANCE: Courses on municipal finance to provide municipal officials with a better understanding of this subject and thus enable them to play a more effective role in community development. (Suburban/Rural)	G	120.	1/69-12/69	4,000	2,000	6,000
Univ. of Minn.	212-003	MINNESOTA MANAGEMENT DEVELOPMENT PROGRAM: A series of seminars for personnel at all management levels of State government to increase their perception of policy making responsibility, suggest methods for more effectively delegating managerial responsibilities, and generally enhance administrative skills.(Urban)	C	340	1/69-12/69	33,000	16,500	49,500

MINNESOTA

Institution	ID	Program	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Univ. of Minn.	212-004	URBAN EXTENSION AGENT: A program in the Twin Cities metropolitan area of lectures and conferences on urban problems and including an urban affairs newsletter, that has as its objective the improvement of the quality and quantity of participation in local governmental affairs. (urban)	CD	16,000	12/68-11/69	$ 27,000	$ 13,500	$ 40,500
Southwest St. College	205-005	SOUTHWESTERN MINNESOTA COLLEGE-COMMUNITY SERVICE DEVELOPMENT: A program to increase college-community cooperation in the solution of community problems. College-community teams will be organized to identify specific problems or needs and recommend methods by which the college and community could work together to solve the problems and meet the needs. (Rural)	CD	30	1/69-12/69	20,000	22,650	42,650
Manketo State College	202-006	URBAN AND REGIONAL DEVELOPMENT IN SOUTHERN MINNESOTA: A project that includes conferences for community leaders, courses and seminars for public officials and a government internship program. Its purpose is to develop specific techniques and presentations to facilitate the implementation of community development programs which are rapidly being completed. (Urban)	CD	425	7/69-6/70	20,000	10,000	30,000

MINNESOTA

Institution	ID	Program	Prog. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
University of Minnesota, Duluth	210-007	A DEMONSTRATION PROGRAM OF COORDINATION BETWEEN EDUCATIONAL INSTITUTIONS AND PLANNING AGENCIES IN N.E. MINNESOTA: The development and implementation of training and retraining programs, courses, workshops, and seminars designed to assist the communities in developing its economic base and providing trained workers. (Rural)	CD	2,000	9/68-8/69	$ 20,000	$ 20,000	$ 40,000
College of St. Thomas	428-008	HENNEPIN COUNTY MANAGEMENT AND DEMONSTRATION PROJECT: A coordinated, continuing, and sequential management program for managerial, supervisory, and policy making employees of Hennepin County. The project consists of an intensive one week seminar followed by two years of regularly scheduled sessions requiring five hours a month. (Urban)	G	140	1/69-12/69	20,000	26,308	46,308
		TOTALS		22,755		$153,000	$ 127,565	$ 280,565

51-567 O - 71 - pt. 2 - 19

Jacob K. Javits

NEW YORK

For Fiscal Years 1968, 1969, and 1970 the State Agency for Title I, the State Education Department, determined that the major community problem to be attacked was:

> How to apply relevantly the resources of higher education to new or expanded programs that will result in the improvement of human relations.

To carry out a comprehensive, coordinated, and statewide program of community service, 46 projects accounting for $1,442,596 in Federal funds were approved by the State Agency. The following is a list of program statistics by fiscal year:

STATEWIDE

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	16	18	$515,034
FY '69	40	13	470,750
FY '70	45	15	456,812

A representative listing of programs by participating institutions begins on the next page.

NEW YORK - FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

How to apply relevantly the resources of higher education to new or expanded programs that will result in the improvement of human relations.

Geographic Distribution:

Urban	10
Urban/suburban	2
Rural	
Regional (ur/su/ru, state-wide, area)	1

Project Problem Areas:	Number of Programs	Funds Federal	Matching Funds
Human Relations	5	$ 199,470	$ 152,135
Community Development	5	156,280	91,336
Personal Development	3	115,000	83,300
	13	$ 470,750	$ 326,771

Cooperative Projects

Program ID Number — Participating schools

69-007-002: SUNY at Albany, Syracuse U., Col. of St. Rose, Siena Col.,Union Col.,Hudson Val.CC., R.P.I.
69-026-003: SUNY at Buffalo, Canisus Col.,D'Youville Col.,Erie County Tech. Inst.,Niagara Co.CC, Niagara U.,Rosary Hill Col.
69-046-004: Cornell Univ. Sch. of Indus. & Labor Relations, Sarah Lawrence College
69-073-006: Hofstra U., Adelphi U.,C.W.Post-L.I.U., Nassau CC, SUNY at Farmingdale, SUNY Col. at Old Westbury,Suffolk CC Dowling College
69-134-008: Pratt Inst.,Brooklyn College, Cornell, Vassar, Brooklyn Polytech., New York City C.C.
69-181-009: Richmond College, Notre Dame College, State Island C.C., Wagner College
69-141-010: Rochester Inst. of Tech., Nazareth College, St. John Fisher College, Monroe C.C., Univ. of Rochester
69-164-012: Syracuse U., SUNY at Albany, The College of St. Rose, Hudson Valley Community College, R.P.I., Siena College, Union College

Institutions Participating

No. of Partici. Institutions 40
Public 4 Yr. 7 Private 4 Yr. 24 Public 2 year 9 Private 2 year
Land Grant or State Univ.

Individuals participating

Total from Notices: Not available.

NEW YORK

Allocation $ 493,850

Total Projects - 13

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
						Allocation		
SUNY at Albany	007-001	ESTABLISHMENT OF A PROGRAM IN PSYCHOLOGICAL EDUCATION: The problem is the need to develop more effective methods of fostering personal growth The objectives are 1) The Development of New Methods; 2) Research; 3) Training and Dissemination. The goals of the program will be implemented most effectively and efficiently through a psychological education training laboratory.	PD	725	6/69-6/70	$ 35,000	$ 43,300	$ 78,300
SUNY at Albany, with Syracuse Univ., Col of St. Rose, Siena Col., Union Col, Hudson Valley C.C., R.P.I.	007-002	COOPERATIVE ACADEMIC EFFORTS IN COMMUNITY PROBLEMS: This proposal is for a broad based community analysis, running for one year, to develop a long range plan for involvement of the six area institutions in the under privileged areas of the Capitol District. One problem already identified for action is the training of local black leaders.	HR	60	5/69-8/70	35,000	17,500	52,500
SUNY at Buffalo with Canisus Col., D'Youville Col., Erie Co. Tech. Inst., Niagara U., Rosary Hill Col.	026-003	STOREFRONT EDUCATION INFORMATION CENTERS: Three storefront centers serving the educational and other needs of the ghetto areas of Buffalo, Lackawanna, and Niagara Falls.	CD	1,850	5/59-6/70	45,000	22,500	67,500

NEW YORK CONT.

Institution	ID	Program	Prog. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Cornell Univ, Sch. of Ind. & Labor Relations with Sarah Lawrence Col.	046-004	A CONSORTIUM ON COMMUNITY CRISES: The consortium will test methods of developing and more integrated Statewide network of action training programs focusing on the problems of poverty, race, and social disorganization.	HR	100	5/59-6/70	$ 20,000	$ 10,000	$ 30,000
Cornell U., Sch. of Ind. & Labor Relations	046-005	COMMUNITY ACTION SKILLS DEVELOPMENT PROJECT: Multi-group as well as single training programs to train low income groups to become effective community participants.	HR		5/69-6/70	44,000	22,000	66,000
Hofstra U., with Adelphi U., C.W. Post Col., L.I.U., Nassau C.C., SUNY A&T at Farmingdale, SUNY Col. at Old Westbury, Suffolk C.C., Dowling Col.	013-006	ALIVE: ADULT LONG ISLAND VOCATIONAL EDUCATION COUNSELING SYSTEM: The objectives of this program are to maintain a regional information service for counselors of the disadvantaged; to develop college programs for disadvantaged adults; and to provide vocational-educational counseling for poor adults.	PD		5/69-6/70	45,000	22,500	67,500
Hunter College	076-007	COOPERATIVE MODEL CITIES TRAINING AND TECHNICAL ASSISTANCE PROGRAM: In addition to improving the capabilities of citizen leaders and the neighborhood Model Cities staff, this program will provide consultation, technical assistance, and assistance in attracting more public and private resources into the Harlem-East Harlem Community.	CD		6/69-5/70	44,280	35,336	79,616

NEW YORK CONT.

Institution	ID	Program	Prog. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Pratt Inst., with Brooklyn Col., Cornell U., Vassar, Brooklyn Polytechnic Inst., N.Y.C.C.C.	134-008	LEADERSHIP TRAINING AND COMMUNITY INFORMATION PROGRAM: The objectives are: 1) Opening up opportunities to those who are restricted by racial discrimination; 2) providing the disadvantaged with the means to deal with their own problems; 3) increasing communication across racial lines. In addition to Leadership Training and Community Information the program includes Technical Assistance, Colloboration with city-wide groups, and an In-Field Student Service Program.	HR		5/69-6/70	$ 75,000	$ 89,900	$ 164,900
Richmond Col., with Notre Dame Col., Staten Island C.C., Wagner Col.	181-009	A COMMUNITY SERVICE PROGRAM: Seminar-Workshops for parents or adult members of poor families to assist them in raising their economic and intellectual sights. Occupational guidance for male adults will be one of the most important segments.	PD		5/69-6/70	35,000	17,500	52,500
Rochester Inst. Tech., with Nazareth C., St. John Fisher Col., Monroe C.C. Univ. F. Rochester	141-010	LEADERSHIP DEVELOPMENT WORKSHOP SERIES: Ten weekly workshops for community leaders. In addition, there will be weekly ad hoc meeting where the citizen leaders will participate in give-and-take sessions with public officials.	CD		7/69-6/70	25,000	12,500	37,500

NEW YORK CONT

Institution	ID	Program	Prog. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Sarah Lawrence College	156-011	MOBILIZING LEADERSHIP FOR EFFECTIVE COMMUNITY ACTION: School administrators and board members, local officials, and members of the white black and Puerto Rican communities will be among the participants. Emphasis will be placed on developing action models for involving the total array of participants in community decisions making. Special attention will be given to exploring and testing out ways whereby elected and appointed officials can translate their understanding of the new dimensions of community problems into policies, plans, and actions. Student interns, seminars, and workshops will be used to assist those responsible for public affairs.	CD		5/69-6/70	$ 25,000	$ 12,500	$ 37,500
Syracuse Univ., with SUNY at Albany, the Col. of St. Rose, Hudson Valley C.C., R.P.I., Siena Col., Union College	I64-012	ORGANIZATION AND MANAGEMENT TRAINING FOR LEADERS OF COMMUNITY ACTION GROUPS: Workshops to: 1) Help black community action groups to solve their organizational and managerial problems; and 2) Assist the cooperating colleges in their efforts to develop a viable and useful consortium related to community problems.	CD		5/69-6/70	17,000	85,00	25,500

NEW YORK CONT.

Institution	ID	Program	Prog. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Syracuse Univ.	164-013	"PROJECT IN CIVIC RESPONSIBILITY FOR WHITE ETHNIC AMERICANS" AND "DIVIDED AMERICA: ISSUES THAT SEPARATE THE PEOPLE" White community groups and continuing higher educators will be invited to participate in a 10-week seminar which will also involve leaders and spokesmen from various Negro organizations and groups. The objectives are: 1) To improve interpersonal and intergroup understanding and relationships; and 2) To increase understanding of local urban problems.	HR		6/69-6/70	$ 25,470	$ 12,735	$ 38,205

Winston L. Prouty

VERMONT

For Fiscal Years 1968, 1969, and 1970, the State Agency for Title I, the University of Vermont, determined that the major community problems to be attacked were:

Program and Community Affairs Management
Educational Services for the Disadvantaged
Government
Human Resources Development
Natural Resources Development

The State Agency is in the process of approving FY 1970 programs and allocating FY 1970 Federal funds. In Fiscal Years 1968 and 1969, 27 programs accounting for $186,147 in Federal funds were approved by the State Agency. The following table is a list of statistics by fiscal year:

Statewide

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	2	10	$93,926
FY '69	5	17	92,221
FY '70	programs in process of being approved		109,100

A representative listing of programs by participating institutions begins on the next page.

VERMONT FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

1. Program and Community Affairs Management
2. Educational Services for the Disadvantaged

Geographic Distribution:

Urban 4
Urban/suburban 3
Rural 4
Regional (ur/su/ru, state-wide, area) 6

Project Problem Areas:	Number of Programs	Funds	Federal	Matching	Participant
Government	8		$42,276	$22,146	9,575
Poverty	3		34,750	17,374	1,130
Community Development	3		11,929	8,468	180
Small Business	1		150	160	32
Land Use	1		500	461	600
Youth	1		2,616	3,375	39
			$92,221	$51,984	11,556

Cooperative Projects

Program ID Number Participating schools

None

Institutions Participating

No. of Eligible Institutions 17
Public 4 Yr. 2 Private 4 Yr. 1 Public 2 year 0 Private 2 year 1
Land Grant or State Univ. 1

Individuals participating

Total from Notices 11,556

Master List FY' 69

Total Projects 17 — VERMONT — $108,892 Allocation

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
University of Vermont	014-001	MANAGEMENT TRAINING COURSE: A project to provide training in municipal administration & management for elected officers in small cities & towns.	G	200	7/69-6/70	$ 4,394	$ 2,196	$ 6,590
Champlain College	018-002	COURSE IN EFFECTIVE SUPERVISORY PRACTICES: A training course in supervisory & personnel management for State & local employees at the supervisory level.	G	25	4/69-5/69	660	340	1,000
Castleton State College	002-003	EFFECTIVE SUPERVISORY PRACTICES: A training course in supervisory and personnel management for State and local employees at the supervisory level.	G	75	2/69-12/69	2,210	1,110	3,320
University of Vermont	014-004	TRAINING WORKSHOPS FOR LOCAL AND REGIONAL PLANNING OFFICIALS: A project designed to fill knowledge gaps of local planning officials involved in planning & its implementation.	G	75	4/69-10/69	2,309	1,597	3,906
Windham College	017-005	PUBLIC AFFAIRS FORUMS: To highlight for town officials, area residents, appropriate State & Federal agencies, etc. the many changes taking place, problems, & possible solutions.	G	700	11/68-5/69	1,000	500	1,500
University of Vermont	014-006	HANDBOOK FOR LOCAL OFFICIALS: Produce a manual of procedures for community officials & conduct a course annually on programs of the State and Federal government.	G	250	6/69-4/70	4,047	1,608	5,655

Institution	ID	Program	Prob. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
University of Vermont	014-007	EDUCATIONAL PROGRAM FOR VERMONT COMMUNITIES IN USING ASSISTANCE AVAILABLE FROM STATE & FEDERAL GOVERNMENT: To assist local communities & their leadership to understand & use State & Federal programs in meeting community and areawide needs.	G	8,000	7/69-6/70	$ 27,056	$ 13,528	$ 40,584
Lyndon State College	007-008	COMMUNITY ACTION PROGRAM TO IMPROVE ECONOMIC CLIMATE: A one-day symposium in the use of computers in small business.	ED	32	5/69-6/70	150	160	310
University of Vermont	014-009	ATTACKING PROBLEMS OF DISADVANTAGED FAMILIES IN THE WINDSOR AREA: Orient families how they may 1) strengthen family life, 2) improve homemaking skills, 3) improve family health, and 4) raise family aspirations.	P	200	7/69-6/70	14,007	7,004	21,011
University of Vermont	014-010	ASSISTANCE TO CITY OF RUTLAND TO EXPAND OPPORTUNITIES FOR DISADVANTAGED YOUTH: Project designed to aid low-income families gain confidence & skills to serve as youth leaders.	P	900	7/69-6/70	14,356	7,177	21,533
University of Vermont	014-011	AN INVESTIGATION OF EFFECTIVENESS OF A PRE-SERVICE TRAINING PROGRAM IN WORKING WITH DISADVANTAGED CHILDREN: A summer program to provide training for teachers of homemaking in low-income areas.	P	30	6/69-8/69	6,387	3,193	9,580
University of Vermont	014-012	VERMONT LISTERS COURSE: A program to train listers in assessing & evaluating property, real estate, etc. in a unified manner throughout the State.	G	250	1/69-5/69	600	1,267	1,867

Contd.

Institution	ID	Program	Prob. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
University of Vermont	014-013	NATURAL RESOURCE CONFERENCE: A program of seminars & panel discussions aimed at coordinating the efforts of the several State executive departments, universities & colleges, civic & conservation groups in achieving a common goal in the future utilization of Vermont's natural resources.	LU	600	4/69-5/69	$ 500	$ 461	$ 961
University of Vermont	014-014	COMMUNITY ORGANIZATION: PLANNING FOR CHANGE: A series of seminars aimed at orienting & preparing the community for social & technological changes in today's society.	CD	40	4/69-6/69	4,977	2,484	7,461
University of Vermont	014-015	INSTITUTE IN MANAGING CHANGE: A seminar for community leaders to provide skills in community organization in bringing about changes in problem areas.	CD	40	8/69-9/69	3,000	3,984	6,984
University of Vermont	014-016	ST. ALBAN'S TRAINING PROGRAM: A project designed to provide training to staff of new correctional facilities emphasizing rehabilitation of offenders.	YO	39	5/69-8/69	2,616	3,375	5,991
University of Vermont	014-017	PUBLIC INFORMATION & EDUCATION COURSES: Using workshops, seminars, & educational television, the program is designed to inform the voters of actions required of them in response to new State legislation.	CD	100	7/69-1/70	3,952	2,000	5,952
		TOTALS		11,556		$92,221	$51,984	$144,205

Peter H. Dominick

COLORADO

For Fiscal Years 1968, 1969, and 1970, the Colorado Commission on Higher Education, the State Agency for Community Service and Continuing Education Programs under Title I of the Higher Education Act of 1965, designated the following major community problems:

Community Leadership Development
Governmental and Community Services
The Development of Related Programs

To carry out a comprehensive, coordinated and statewide program of community service, 21 projects accounting for $374,042 in Federal funds were approved by the State Agency:

STATEWIDE

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	6	7	$130,626
FY '69	8	6	126,121
FY '70	7	5	117,295

A representative listing of programs by participating institutions begins on the next page.

COLORADO - FY 69 VITAL STATISTICS

riority Problems listed in the State Plan Amendment:

1. Community Leadership Development Activities
2. The Development of Related Programs

Geographic Distribution:
Urban 1
Urban/suburban
Rural
Regional (ur/su/ru, state-wide, area) 5

roject Problem Areas:	Number of Programs	Funds Federal	Matching Funds	Participants
(CD) Community Development	3	$ 94,721	$ 47,361	3,800
(G) Government	2	16,400	8,200	810
(E) Education	1	15,000	7,500	75
	6	$126,121	$ 63,061	4,685

operative Projects

rogram ID Number	Participating schools
#69-002-001	Arapahoe Junior College, Community College of Denver, Mesa College, Metropolitan State College, University of Colorado

stitutions Participating

o. of Eligible Institutions 27
ublic 4 Yr. 2 Private 4 Yr. 1 Public 2 year 3 Private 2 year 0
nd Grant or State Univ. 2

ndividuals participating

otal from Notices: 4,685

Total Projects 6 — $142,295 Allocation

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Arapahoe Junior College, Littleton	002-001	COMMUNITY LEADERSHIP DEVELOPMENT (JOINT PROGRAM): A consortium of institutions helping to develop within a total urban community an awareness of community problems together with an understanding of concepts, procedures and skills available for their solution. Program first funded at University of Colorado; four institutions added for FY 1969.	CD	2,700	2/69-9/69	$ 2,610	$ 1,305	$ 3,915
Community College of Denver	"		"	"	"	2,611	1,306	3,917
Mesa Junior College	"		"	"	"	10,000	5,000	15,000
Metropolitan State College	"		"	"	"	10,000	5,000	15,000
University of Colorado	"		"	"	"	29,000	14,500	43,500
		SUB-TOTAL				54 221	27 111	81 332
Colorado Mountain Col., Glenwood Springs	023-002	ENVIRONMENTAL PLANNING FOR THE ROARING FORK VALLEY: An attempt to involve individuals and groups from a 3-county target area in improving the competence of elected and informal leaders, increasing among more citizens a sense of identity with & responsibility for the entire valley, and furthering the support of existing planning activities.	CD	500	5/69-8/69	2,500	1,500	3,750
Colo. State Col., Greeley	005-003	DISTRICT INSTITUTES FOR COLORADO SCHOOL BOARDS: Expansion of existing program involving a series of seminars for school board members to help them develop insights into (1) broad public issues affecting board policy in integration, segregation, urbanization, rights of dissent, international relations, and (2) specific areas such as curriculum, community relations, teacher recruitment, differentiated staffing, board-administrator relations.	G	770	7/69-6/70	12,000	6,000	18,000

COLORADO

Institution	ID	Program	Prog. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Colo. State Univ. Ft. Collins,	006-004	COMMUNITY-UNIVERSITY EDUCATIONAL MEDIA NETWORK: Continuation of project using primarily VTR equipment to form communication channels linking CSU, Fort Lewis College (Durango), and Northeastern Junior College (Sterling) with emphasis on two-way flow of information between institutions and communities.	CD	600	2/69-6/70	$ 38,000	$ 19,000	$ 57,000
Univ. of Denver (Colorado Seminary)	020-005	LOCAL GOVERNMENT SUPERVISORY SKILLS TRAINING: Continuation of FY 1968 project. Two institutes to enrich the leadership abilities of supervisory personnel in local government.	G	40	6/69-9/70	4,400	2,200	6,500
Univ. of Denver (Colorado Seminary).	020-006	TRAINING OF TRAINERS: Five institutes designed to build a statewide cadre of training directors.	Educ.	75	2/69-7/70	15,000	7,500	22,500
		TOTALS	—	4,685		$ 126 121	$ 63,061	$ 189,182

51-567 O - 71 - pt. 2 - 20

George Murphy

CALIFORNIA

For Fiscal Years 1968, 1969, and 1970, the State Agency for Title I, The Coordinating Council for Higher Education, determined that the major community problems to be attacked were:

Urban and Suburban Community Development and Personnel Training
Disadvantaged Persons
Nature of Life in the Ghetto

The State Agency is in the process of approving FY 1970 programs and allocating FY 1970 Federal funds. In Fiscal Years 1968 and 1969, 32 programs accounting for $1,001,617 in Federal funds were approved by the State Agency. The following table is a list of the statistics by fiscal year:

Statewide

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	17	21	$523,201
FY '69	14	11	$478,416
FY '70	Programs in process of being approved		$506,816

A representative listing of programs by participating institutions begins on the next page.

CALIFORNIA

FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

Nature of Life in Ghetto Communities

Geographic Distribution:
Urban 7
Urban/suburban 1
Rural 3
Regional (ur/su/ru, state-wide, area) ___

Project Problem Areas:	Number of Programs	Federal Funds	Matching Funds	Participants
Poverty	3	$ 66,499	$ 34,474	3,540
Community Development	3	227,131	113,566	NA
Employment	2	103,574	76,957	2,400
Human Resources	1	40,000	20,000	200
Personal Development	1	16,212	8,106	270
Recreation	1	25,000	12,500	1,500
		478,416	265,603	7,910

Cooperative Projects

Program ID Number	Participating schools
69-085-007	Los Angeles City College and Los Angeles Trade-Technical College
69-079-011	Laney College and Merritt College

Institutions Participating

No. of Eligible Institutions 176
Public 4 Yr. 5 Private 4 Yr. 1 Public 2 year 6 Private 2 year ___
Land Grant or State Univ. 1

Individuals participating

Total from Notices 7,910 (The three projects on Community Development have listed "Not Applicable" (NA) as the number of participants.)

CALIFORNIA

Total Projects 11 — Allocation $506,766

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Merced College	088-001	COMMUNITY SERVICE PROJECT FOR DISADVANTAGED COMMUNITIES: To provide opportunities for self-improvement to residents of the area with programs of education, vocational training, leadership development and community development.	P	2,500	7/69-6/70	$ 24,000	$ 12,000	$ 36,000
Univ. of So. California	269-002	COMMUNITY ORGANIZATIONAL LEADERSHIP DEVELOPMENT TECHNICAL ASSISTANCE PROGRAM: Provide tachnical assistance training for Black and Mexican- American organizations. Program will have three stages: planning, direct training, and technical assistance.	HR	200	6/69-5/70	40,000	20,000	60,000
San Fernando State Col.	033-003	RECREATION RESOURCES AND DEVELOPMENT PROJECT: The project is aimed at stimulating interest and providing an opportunity for residents in deprived areas for recreation. It is intended to train individuals to become group leaders for community recreation programs.	R	1,500	7/69-6/70	25,000	12,500	37,500
Fresno State Col.	029-004	PLANNING SEMINAR FOR CHANGE OF NON-GHETTO COMMUNITY LEADERSHIP ATTITUDES TOWARD THE GHETTO COMMUNITIES: An eight-month seminar designed to change the leadership attitudes of the context community toward the ghetto communities.	P	40	10/69-5/70	20,369	11,409	31,778

CALIFORNIA (cont'd.)

Institution	ID	Program	Prob. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
U. of Calif. Extension	001-005	IMPROVING THE QUALITY OF LIFE IN GHETTO AREAS: Establishment of "University Urban Centers" in six areas, to serve as a source to ghetto communityes for guidance and assistance in community problems.	CD	NA	7/69-6/70	210,842	105,421	316,263
U. of Redlands	264-006	CONTINUING EDUCATION IN METHODS AND PROCEDURES OF EFFECTIVE PARTICIPATION IN CIVIC & POLITICAL LIFE: Provide continuing education classes to meet the organizational and leadership needs of the minority citizens, ie. Mexican-Americans and Blacks.	PD	270	7/69-5/70	16,212	8,106	24,318
Los Angeles City Junior Col. District and Los Angeles City Col. L.A. Trade-Technical Col.	085-007	OCCUPATIONAL AND EDUCATIONAL ADVISEMENT PROJECT FOR THE LOS ANGELES URBAN COMMUNITY: To provide educational resources to ghetto needs and barrio residents. The project will provide a mobile Counseling Van, Counseling Services, and Industrial Technical Exposure.	E	1,400	7/69-6/70	58,577	29,294	87,871
Humboldt State Col	030-008	COMMUNITY RESOURCE USE PLANNING SERVICES: With faculty assistance, students will conduct consumer education classes, research in consumers' rights, and organize a food-buying cooperative --- a consumer education program.	P	1,000	7/69-6/70	22,130	11,065	33,195
Calif. State Polytechnic Col.	027-009	PLANNING PROJECT FOR THE DEVELOPMENT OF DISADVANTAGED COMMUNITIES: Formulate a comprehensive plan for community development. Students with minority backgrounds will be used in a 12-month study of the Black and Mexican-American communities.	CD	NA	9/69-6/70	7,289	3,645	10,934

CALIFORNIA (Cont'd)

Institution	ID	Program	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
East Los Angeles College	067-010	COMMUNITY OUTREACH AND CONTINUING EDUCATION PROGRAM: By use of two counseling trailers, hard-core unemployed will be recruited and diagnosed and referred to educational programs leading to new employment opportunities.	E	1,000	7/69-6/70	44,997	47,663	92,660
Peralta Jr. Col. District Laney College Merritt College	079-011	DEVELOPMENT OF MASTER PLAN FOR COMMUNITY SERVICES: Provide the mechanism to evaluate community service programs, the unmet community needs, and plan for coordination of community services. Also, indicate future direction of community service programs at each of the Peralta colleges.	CD	NA	9/69-6/70	9,000	4,500	13,500
		TOTALS		7,910		478,416	265,603	744,019

Richard S. Schweiker

PENNSYLVANIA

For Fiscal Years 1968, 1969, and 1970 the State Agency for Title I, the Department of Education, determined that the major community problems to be attacked were:

- Human Resource Development
- Economic Development (FY '68 only)
- Government/Community Development (FY '68, '69)
- Government Personnel Development (FY '68)
- Paraprofessional Training (FY '68)
- Conservation-Natural, Physical and Social Resources
- Conservation (FY '68, '69)
- Community Health (FY '68)
- Community Planning and Design (FY '68)
- Community Problem Data Collection (FY '68)
- Technology and Transportation (FY '68, '69)

To carry out a comprehensive, coordinated, and statewide program of community service, 95 projects accounting for $1,042,721 in Federal funds were approved by the State Agency. In the Eleventh Congressional District Federal funds totaling $25,166 were allocated to Wilkes College for five programs. The following table is a list of statistics by fiscal year:

STATEWIDE

Year	No. of Institutions	No. of Programs	Federal Funds
FY '68	19	34	$ 371,876
FY '69	22	35	339,484
FY '70	19	26	331,361

A representative listing of programs by participating institutions begins on the next page.

PENNSYLVANIA - FY 69 VITAL STATISTICS

Priority Problems listed in the State Plan Amendment:

1. Government and Community Development
2. Human Resources-Planning and Development
3. Technology and Transportation
4. Conservation of Air, Land, and Water Resources

Geographic Distribution:

Urban	22
Urban/suburban	3
Rural	2
Regional (ur/su/ru, state-wide, area)	8

Project Problem Areas:	Number of Programs	Funds Federal	Matching Funds	Participants
1. Community Development	9	$ 119,690	$ 251,371	860
2. Government	9	83,726	86,294	730
3. Personal Development	6	46,310	53,569	508
4. Land Use	2	10,678	20,294	80
5. Health	3	17,986	17,994	85
6. Human Relations	3	31,529	33,170	120
7. Youth Opportunities	1	13,665	17,504	---
8. Employment	1	10,882	10,882	75
9. Recreation	1	5,018	5,018	150
TOTALS	35	$ 339,484	$ 496,096	2,608

Cooperative Projects

Program ID Number Participating schools

NONE

Institutions Participating

No. of Partici. Institutions 22

Public 4 Yr. 4 Private 4 Yr. 14 Public 2 year 2 Private 2 year 1

Land Grant or State Univ. 1

Individuals participating

Total from Notices: 2,608

Master List FY'69

PENNSYLVANIA

Allocation $350,978

Total Projects - 35

Institution	ID	Programs	Prob. Area	Participants	Dates	Federal Funds	Local Matching	Total Funds
Duquesne University	023-001	COMMUNITY LEADER TRAINING: Additional training for small businessmen from culturally and economically deprived neighborhoods. Participants selected from those who have completed elementary business and management training at Duquesne.	PD	50	10/69-1/70	$ 3,547	$ 3,547	$ 7,094
Wilkes College 11th Cong. Dist.	098-002	MIDDLE MANAGEMENT SEMINAR: Training for persons in middle management positions in private business and also for persons who desire to move into such positions.	PD	35	10/69-6/70	5,125	5,340	10,465
Univ. of Pittsburgh	090-003	POLICIES AND PROGRAMS FOR COMMUNITY DEVELOPMENT AND ACTION: The fourth and final pair of courses (industrial development and capital improvements programming and budgeting) in a series of eight for local policy making Officials in Western Pennsylvania.	G	110	7/69-6/70	9,417	9,417	18,834
Marywood College	049-004	NURSING HOMES IMPROVEMENT PROGRAM: Six week workshop concentrating on fundamentals of nutrition for operators and other personnel of nursing homes.	HE	45	3/69-4/69	2,315	2,315	4,630
Lincoln University	046-005	INSTITUTE FOR COMMUNITY AFFAIRS: Conferences for school administrators and parents to improve communications and counseling; training for paraprofessionals; and formulation of coordinated housing plans for the area.	CD	200	7/69-6/70	14,000	14,000	28,000

PENN.

Institution	ID	Program	Prob. Area	Partic-ipants	Dates	Federal Funds	Local Matching	Total Funds
Penn. State Univ.	060-006	SYMPOSIUM ON ECOLOGY AND REVEGETATION OF DRASTICALLY DISTURBED SITES: Formal and informal sessions and field trips to discuss land disturbances resulting from both surface and deep coal mining.	LU	80	8/69	$ 5,203	$ 5,204	$ 10,407
Lebanon Valley Col	044-007	COMMUNITY SERVICES SEMINAR: Ten sessions to bring together community leaders (members of boards, advisory councils, executive secretaries, and professional staff of the community welfare agencies, school administrators, and government representatives) to promote community development methods.	CD	50	10/69-12/69	5,000	5,000	10,000
Indiana Univ. of Pennsylvania	037-008	SOLUTIONS TO LOCAL GOVERNMENT PROBLEMS UNDER RECENT CONSTITUTIONAL REVISION: Eight weekly sessions on understanding the local government article passed by the Constitutional Convention. The programs objective is to encourage local officials to make improvements both in local tax structures and local government services.	G	50	9/69-12/69	2,650	2,852	5,502
Point Park College	066-009	SENIOR CITIZENS LEADERSHIP TRAINING SEMINARS: Fifteen 2-hour sessions to train a total of fifty capable senior citizens to go out into their communities and assist other senior citizens in meeting the complex problems of the aged.	PD	50	5/69-12/69	2,600	2,600	5,200

PENNSYLVANIA (Cont'd.)

Institution	ID	Program	Proj. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Penn. State Univ.	060-010	REGIONAL WORKSHOPS: COMMUNITY ACTION FOR RECREATION AND PARKS: The need is for progressive and imaginative approaches in planning recreation and park facilities. To meet this need workshops for public officials responsible for recreation and park services will be held at 6 locations.	R	150	1/69-12/69	$ 5,018	$ 5,018	$ 10,036
University of Pa.	089-011	MAKING PLANS WORK: A conference for leaders of public and private agencies and elected officials concerned with action environmental programs. It would explore how new and more privately restrictive controls on land use can be made publicly acceptable, given publicly endorsed planning objectives. Conference summary will be published and circulated in the State.	LU			5,475	15,090	20,565
York College	115-012	INTERPERSONAL DYNAMICS SEMINARS: Four seminars for sub-professional social workers to help them be more proficient in their service to their respective clients. Topics are 1. The Aged; 2) the mentally retarded; 3) the pre-school child; and 4) interviewing in the social service.	PD	160	5/69-9/69	5,138	5,139	10,277
PMC Colleges	059-013	JOINT CENTER FOR URBAN AFFAIRS: The Center is conducting two FY 69 projects: 1. A Police-Community Relations Course on Social Disorganization and Pathology; and 2. An Urban Simulation Workshop.	CD	175	8/69-7/70	15,525	15,525	31,050

PENNSYLVANIA (CONT'D)

Institution	ID	Program	Proj. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Indiana Univ. of Pennsylvania	037-014	POLICE-COMMUNITY RELATIONS INSTITUTE: Six instructional sessions on such topics as: Race Tension and Conflict; public attitude toward the police; and minority group rights and the police.	HR	50	9/69-6/70	$ 5,033	$ 5,105	$ 10,138
Indiana Univ of Pennsylvania	037-015	COMMUNITY SERVICE HEALTH EDUCATION WORKSHOP: Ten day workshop will focus on community and school related health problems in Western Pa. Participants will be from public and private health organizations.	HE	40	8/69	5,971	5,979	11,950
Allegheny County Community Col. (Boyce Campus)	118-016	OPERATION ARMCHAIR: Phase I will train 10-15 non-professional teachers in the use of programmed learning materials. In Phase II the teachers will work with CAP personnel and the Project Director to develop 10-15 small instructional groups. These groups will serve approximately 100-125 unemployed and under-employed educationally deficient adults in need of Adult Basic Education.	PD	165	2/69-10/69	9,900	11,535	21,435
Penn State Univ.	060-017	LABOR RELATIONS FOR SCHOOL PERSONNEL: One-day conferences at ten locations dealing with labor relations. Participants will be teachers, administrators, and school board members. After an interval of up to six months there will be a one-day follow-up workshop for each conference.	G	250	3/69-6/70	16,362	16,362	32,724

PENNSYLVANIA (Cont'd.)

Institution	ID	Program	Prob. Area	Partici-cants	Dates	Federal Funds	Local Matching	Total Funds
eyney State Col.	074-018	COLLEGE-COMMUNITY SERVICE CENTER: The Center will conduct a three-week course in intergroup relations education for school teachers and administrators and other community leaders. It will also conduct four two-day sensitivity training workshops for community and government leaders.	CD	175	7/69-10/70	$ 12,594	$ 12,594	$ 25,188
rnegie-Mellon U.	011-019	ARCHITECTURE 2001: As part of redevelopment plan for the Hill section of Pittsburgh, black students appretices will be given training in architectural principles and a course in community design will be open to participants from the Hill. The objectives of the program are to give ghetto residents the experience of participating in the definition and solution of problems relating to the environment within which they live.	CD	NA	1/69-6/70	21,000 (plus 28,000 from O.E.O.)	154,037	175,037
exel Inst. of Technology	021-020	EXPANDING HORIZONS PROGRAM: The objective of this program is to provide on educational vehicle for providing the otherwise qualified Negro and white hourly paid worker with the necessary supervisory, sales, or staff skills needed to handle the job to which he aspires. Educational techniques will include lectures, discussion, roleplaying, csce method and sensitivity training.	PD	48	1/69-4/69	20,000	25,408	45,408

PENNSYLVANIA (Cont'd.)

Institution	ID	Program	Prob. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Shippenburg State College	082-021	AN URBAN-RURAL PUBLIC AFFAIRS SERVICE: Community Development Forums for community leaders and newly elected and appointed officials. Also a public service bulletin and videotapes of the C.D. Forums.	CD	60	6/69-6/70	$ 9,750	$ 9,750	$ 19,500
Penn.State Univ.	060-022	EXECUTIVE DEVELOPMENT AND SYSTEMS MANAGEMENT: The programs objective is to bring State executives a better understanding of their role through the introduction of the new information and technology of modern management. This phase is designed to make the executives more alert to their new responsibilities and to redefine their decision-making roles in relation to PPBS.	G	40	1/69-12.69	22,484	22,484	44,968
Villanova University	-94-023	TRAINING PROGRAM FOR NON-PROFESSIONAL VOLUNTEER ASSISTANTS IN ELEMENTARY SCHOOL LIBRARIES: Two courses for non-professional assistants in the organization and administration of the elementary school library.	G	50	9/69-5/70	3,750	3,751	7,501
Gannon College	028-024	COMMUNITY ACTION FOR HUMAN RESOURCES DEVELOPMENT AND UTILIZATION: This project would recruit public officials and employees and other community leaders for participation in a program of short courses, seminars, conferences and workshops dealing with the issues of manpower development.	E	75	1/69-12/69	10,882	10,882	21,764

PENNSYLVANIA (Cont'd.)

Institution	ID	Program	Pros. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
Community College of Philadelphia	119-025	FEASIBILITY STUDY ON THE DEVELOPMENT OF ALLIED HEALTH SERVICES TRAINING CONSORTIUMS: The study is Phase I of a program to provide a model system for the development of a comprehensive and coordinated training arrangement in the allied health professions.	HE	---	1/69-12/69	$ 9,700	$ 9,700	$ 19,400
Comm Col. of Phila.	119-026	HUMANIZATION OF ENFORCEMENT AND INSPECTION: A training program for code enforcement personnel to give the Phila. Code Enforcement Programs a nucleus of well trained and understanding persons who will have a keener awareness of the social and psychological issues at stake and a commitment at the solution of environmental problems.	G	100	9/69-3/70	14,300	16,600	30,900
Indiana Univ. of Pennsylvania	037-027	CRIMINAL INVESTIGATION AND CRIME PREVENTION: A six session institute for police personnel to provide specialized training in methods and techniques of criminal investigation.	G (LE)	40	7/69-6/70	4,160	4,165	8,325
Lehigh University	045-028	COORDINATED DATA PROGRAM FOR THE LEHIGH VALLEY: In connection with the preparation of a long range data acquisition plan this program will conduct a number of educational workshops for potential data system users to explain the system, data file content, applications and programs.	CD	100	1/69-6/70	15,000	15,000	30,000

PENNSYLVANIA (Cont'd.)

Institution	ID	Program	Proj. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
niv. of Pittsburgh	090-029	COMMUNITY DOCUMENTATION SERVICES: The program collects, analyzes and indexes information on possible sources of public and private funding. It also educates its clients in the methods of formulating search strategies and of making a request.	CD	---	1/69-12/69	$ 13,715	$ 13,715	$ 27,430
averford College	043-030	LEADERSHIP SEMINAR ON COMMUNITY PROBLEMS: A series of seminars for community and government leaders and other interested residents of the city and the suburbs to develop communications and an understanding of each others problems.	HR	50	1/69-6/70	5,000	5,000	10,000
niv. of Pa.	089-031	SUBURBAN TRAINING PROGRAM IN URBAN PROBLEMS: The immediate objective is to train discussion leaders who can contribute to the ultimate objective of reaching white citizens in suburban Phila.; presenting them with factual material on urban problems, race relations, and social change; and creating a sophisticated understanding of what needs to be done to help solve the problems. Fifteen to twenty women will be selected for training.	HR	20	1/69-3/70	21,496	23,065	44,561
arywood College	049-032	COMMUNITY GOVERNMENTS PROJECT: A 16-hour class conducted over a 4-week period for community officials. Growing community problems that are part of comtemporary government will be presented via lecture, seminar, workshop, and field trip.	G	60	3/69-6/67	2,083	2,083	4,166

PENNSYLVANIA (Cont'd.)

Institution	ID	Program	Prob. Area	Partici-pants	Dates	Federal Funds	Local Matching	Total Funds
diana Univ. of ennsylvania	037-033	UPGRADING AGENCIES WHICH SERVE THE ILL AND ELDERLY: Lectures and discussions to upgrade personnel from public and private agencies in the area and also to upgrade individuals interested in working for these agencies.	G	30	10/69-6/70	$ 8,520	$ 8,580	$ 17,100
iv. of Penn.	089-034	COORDINATION OF COMMUNITY PROGRAM TO TRAIN MINORITY YOUTH FOR BUILDING TRADES: The objective of this program is to demonstrate methods by which major urban universities might coordinate the planning and development of community efforts to facilitate the correction of under-employment of youth in the construction trades.	YO	---	1/67-3/70	13,665	17,504	31,169
Salle College	043-035	URBAN STUDIES AND COMMUNITY SERVICES CENTER: Twelve workshops, six on Afro-American History and six on mental health, community residents to raise the level of conscious involvement in area problems.	CD	100	1/69-12/69	13,106	11,750	24,856
		TOTALS		2,608		$ 339,484	496,096	835,580

Senator PELL. Our next witness is Fred H. Harrington, president of the University of Wisconsin and chairman of the Executive Committee of the National Association of State Universities and Land-Grant Colleges. He is accompanied by an old friend, Ralph Huitt, executive director of the Association.

STATEMENT OF FRED H. HARRINGTON, PRESIDENT, UNIVERSITY OF WISCONSIN; CHAIRMAN, EXECUTIVE COMMITTEE, THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES; ACCOMPANIED BY RALPH K. HUITT, EXECUTIVE DIRECTOR, THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

Senator PELL. I notice, President Harrington, you have a lengthy statement. You might care to have it inserted in the record in full and touch upon your points in brief.

Mr. HARRINGTON. Yes, I don't propose to read this statement, Senator Pell. I will to some extent summarize it, but mainly I will talk about the overall question.

(The prepared statement of Mr. Harrington follows:)

Statement of

Fred H. Harrington

President, University of Wisconsin

before the

Subcommittee on Education

Senate Committee on Labor and Public Welfare

on behalf of the

National Association of State Universities and Land-Grant Colleges

June 17, 1970

Mr. Chairman and Members of the Subcommittee:

I am Fred H. Harrington, President of the University of Wisconsin and Chairman of the Executive Committee of the National Association of State Universities and Land-Grant Colleges. I am accompanied by Ralph K. Huitt, Executive Director of the Association.

It is a privilege for me to come before this distinguished subcommittee once more to speak for the 113 institutions which make up the National Association of State Universities and Land-Grant Colleges. The member institutions of this Association, located in all 50 states, and Puerto Rico, and the District of Columbia, enroll at least one-fourth of all the undergraduate students in the country and award more than two-thirds of all the advance degrees granted in the country. We have been partners with you in carrying out a peaceful revolution in higher education which has profoundly strengthened the Nation and improved the quality of its life.

I believe that the expenditure of public funds to enlarge human resources is the wisest investment a people can make. Consider the landmark acts in higher education -

the National Defense Education Act of 1958, the Academic Facilities Act of 1963, the Higher Education Act of 1965 with its extensions and refinements. Each of these legislative achievements, fashioned largely in your subcommittee, has added to the opportunity of young Americans to get all the education they could use and the capacity of American institutions of higher education to provide opportunity.

We appreciate the leadership of the distinguished Chairman of this Subcommittee in bringing to the table the many proposals for improving higher education introduced by members of the Subcommittee and other Senators, and inviting a formidable array of witnesses to consider and testify on them. The body of information and advice which the subcommittee will amass shoudl make it possible, we hope, to write a comprehensive bill representing a fair consensus of our respective views which can be passed this year. We are indebted to the Chairman for this thorough and energy-consuming effort.

When we talk about the shortcomings of Federal programs to assist higher education - as we must - we will not forget how much has been accomplished; how, as one piece after another has been added to the fabric the Congress has more than tripled its appropriations of even five years ago. And as we talk about the failures of higher education - as we must - we should not forget that there is very much that is right with it.

So we are grateful to this subcommittee for its friendship for higher education and for the opportunity you have afforded us this morning to discuss it with you.

BASIC POSITION

In November of last year, this Association and the American Association of State Colleges and Universities adopted jointly, at our respective annual meetings, a legislative position statement. I should like to submit the entire statement for the record, if I may. But let me now quote a few paragraphs from that statement which fairly state our basic position:

"There is general agreement among all those who have studied the problems of providing genuine equality of educational opportunity and of making the unique resources of higher education available for solution of the urgent problems of our times, that the Federal government must play a larger role in the financing of education at all levels.

"The need is for a balanced program of federal assistance which will encourage the increase, rather than decrease, of non-Federal resources available from public and private sources. A balanced program involves specific aid to disadvantaged students in the form of grants, work-study programs, low-interest loans, and special assistance of various kinds. It involves Federal aid for higher education facilities, for fellowships, for support of professional schools (particularly in the health professions). It involves expanded support for research, for adult education and community services, for developing colleges, and for institutional support for colleges and universities to keep down their spiraling charges to students.

"With the exception of a program of general institutional support, the framework for providing all these essential forms of aid already is on the statute books, though it may need revision, consolidation, and rationalization.

"The primary problem, except for badly needed institutional support, is one of funding -- not more studies, task forces, committee reports, and the raising of expectations the lack of fulfillment of which leads to disillusionment with the capacity of our democratic society to respond through orderly processes of government."

We are fully aware that this subcommittee has no control over funding except as you vote on appropriations as individual members. But this statement means, in the context of these hearings, that we support the extension of the basic higher education programs, as is provided in S. 3474, the bill introduced by the Chairman of the Subcommittee. This does not mean that we oppose changes in them,

but that we believe they are basically sound. We will also support a broad concept of institutional aid. Furthermore, we will argue that some mechanism for a secondary market for student loans is necessary to provide liquidity, without which the guaranteed loan program threatens to break down.

It is not our position that the many other proposals for change and for new programs which are embodied in other bills now before this Subcommittee lack merit. Far from it. But the time is late in this second session of the 91st Congress and money is short. We do not believe it practical to advocate innovative or expensive programs now. We believe that the need is for a comprehensive but relatively simple bill, with authorizations for at least three years, which can command support of the higher education community and bipartisan support in Congress.

THE INSTITUTIONAL COST SQUEEZE

While everyone talks about society's obligation to make higher education available to an increasing number of students, many of them with special problems requiring high-cost help, rising costs and increasing demands from qualified students who are able to find their own support are placing burdens on our institutions which we cannot meet.

Mounting enrollments forecast an additional squeeze on state and land-grant institutions of higher education today.

For example, a survey of the nation's 113 state universities and land-grant institutions this spring shows a total of 87,230 qualified applicants will have to be rejected because there is no room to accomodate them. This is a substantial increase over 1969 when reported rejections of qualified applicants totalled 51,104.

Another indication of the admissions pressure on these institutions is seen in the number of applicants for each available space in them.

Four students applied this year for every available freshman opening in state universities located in the northeast; 1.5 for southern institutions and 1.1 for every opening in midwestern and western institutions.

Nevertheless, state universities and land-grant institutions will enroll more than 350,000 freshman this fall -- an increase of 6.5 per cent over last year's figure.

At the same time, financial aid for students is declining. Campus aids offices in state and land-grant institutions across the country are running out of funds long before all requests for student financial aid can be filled, according to another survey just completed.

Here are some examples:

Approximately 1,500 students who asked for financial help at Michigan State University had to be turned down.

Tennessee A & I State University can support only about one third of the university's needy students.

Ohio State University turned down 1,500 National Defense Student Loan applicants because of cuts in federal funding.

At the University of Nebraska, 1,000 students had to be turned away.

Universities are trying to stretch out available financial resources through "packaging." A typical example might include a grant, scholarship, loan and a campus job.

As a rule, scholarships and grants account for the smallest percentage of aid granted and loans are the second most prevalent source of financial help.

A most critical situation is found in the public Negro colleges where far more requests for aid come in than can possibly be met.

Texas Southern University, for example, notes that almost 80 percent of its student body received some form of financial assistance this year but even so, the institution will still not be able to answer all requests for help.

Public institutions, it might be argued, ought to look to the states for the additional support they need. The fact is that states <u>are</u> spending more, but increasing costs, plus new programs, are causing these increased appropriations to represent actual decreases in effective support for public universities and colleges.

In most states, according to the most recent figures available, appropriations increases for all higher education for 1969-70 have been greater than the increase for the state or land-grant university. This clearly reflects the demand for state tax funds from other segments of higher education, such as junior colleges, private higher education, and newly established institutions and programs.

A report for 1969-70 appropriations of state tax funds for operating expenses of higher education by M. M. Chambers of the Department of Educational Administration at Illinois State University, shows, for example, that at Ohio State University an inadequate appropriation resulted in an increase in student fees. Although the state increased the total appropriation to higher education in Ohio by 50 per cent, much of it went to new areas, such as new institutions (community colleges and new four-year programs), vocational and technical training, grants to individuals and other expenditures that do not directly aid the state's established four-year public institutions.

The Chambers report details problems such as that at the University of Wisconsin, where the state budget provided as increase in 1969 of $2.2 million, which was wiped out by the need for $1.8 million for classified worker pay hikes and the $415,000 in increased costs of state and county indigent patients referred to the university hospitals. Thus funds for 4,800 new students, faculty salary increases, start-up costs at two new campuses and a variety of other increasing financial obligations had to come from some other source than the state.

The Wisconsin squeeze was repeated in other institutions where state budget increases were eaten up by rising operating costs.

The danger, of course, is that public institutions have been forced to raise tuition where states have found themselves unable to provide the support required.

In this connection, there is the impending threat that public higher education, which rests on the principle that while higher education assists the individual, it is mostly for the benefit of society, the economy, government and culture, could be priced out of existence. It is society which should bear the major burden of this kind of education. If this principle is abandoned, it would mean the end of the tradition of public higher education in America.

It is important to recognize that while state legislatures are certainly providing substantial sums of money to higher education, the demands on public higher education are outstripping the support -- and those which are ahead in the next decade will dwarf the pressures we face today.

INSTITUTIONAL SUPPORT FOR COLLEGES AND UNIVERSITIES

The first priority among new programs is institutional support for colleges and universities so that they can provide quality education for all who can benefit from it, at reasonable charges to the students. All major educational organizations are united in the belief that institutional support must be provided -- and provided soon -- to maintain the institutional vitality necessary to carry out the Nation's major objectives in higher education -- including the President's goal, which we fully share, that "no qualified student who wants to go to college should be barred by the lack of money." We have supported and will continue to fight for liberalized programs of student aid. But the basic problem now is the sharply rising cost of education to the student. Every increase in cost prices out of education numbers of students who could otherwise attend without special individual assistance, and

creates new demands and needs for more such assistance. When costs go beyond financial resources, colleges and universities must raise student charges, or reduce the quality of education and deny admittance to qualified students - or both.

We gratefully commend the authors of the many bills before this subcommittee which embrace the concept of institutional aid, either directly or as cost-of-education allowances with aid to disadvantaged students. Our Association favors Federal support for institutions of higher education at all levels, under a formula that would recognize differences in the cost of providing education at the various levels.

S. 1033 limits institutional aid to community colleges and technical institutions. We acknowledge freely the importance of the community college, providing, as it does, a variety of terminal courses along with the first two years of regular academic work for students who live close by. We believe they need and deserve assistance.

We would raise two points, however -- one technical, the other quite broad.

The first is this: the Association believes that if Congress wishes now to concentrate support on the first two-years of post-secondary education, planning and operating support should be given to <u>all</u> institutions offering the kinds of two-year post-secondary programs which Congress wishes to encourage. The objective should be to provide assistance to each state to provide a comprehensive system of two-year post-secondary education meeting the needs of the young people of the state. The Federal government should not, in our opinion, by giving or withholding aid, predetermine the nature and character of the institutions through which the post-secondary education is offered. The development and implementation of state plans suited to the special needs and problems of the states, may differ widely. Funds should be made available on the basis of supporting types of <u>programs</u> and not artificially defined types of institutions.

The second, broad observation is this: the dynamic growth of community colleges, bringing in tens of thousands of students who might otherwise not have gone to college, means that many students will want a baccalaureate degree -- and graduate or professional work -- who would not otherwise have had a chance to want it. We must not believe that by supporting community colleges we have found a cheap way to meet the needs of economically disadvantaged students. Far from it.

Some writers on higher education have likened the development of the community college in the 20th Century to the land-grant college development in the 19th. Perhaps that is a good analogy, but the Morrill Act and the statements of the early land-grant college leaders should be read carefully. They all supported the very highest type of classical as well as technical education of the disadvantaged students of that day who could not train for teaching, preaching, law or medicine. Out of that vision grew great universities which literally developed professions from manual skills for the semi-literate. It is true that land-grant colleges offered opportunity to thousands of young people in the 19th Century who were educationally disadvantaged. Most of them had to perform as high schools before their students could do college work. But they put no ceiling on the aspirations of their students. If the community colleges are to perform that democratic service for the young people of the 29th Century we must be prepared to offer them not just two years, but as much education as they want and can master.

The students who enter the community colleges today -- many of them -- will be knocking on our doors tomorrow. We must be ready. That is why we favor institutional aid at all levels - including graduate schools, which are truly national institutions. The University of Wisconsin, for example, produces many more Ph.D.'s than could possibly be employed in the state. In this sense, the Wisconsin taxpayer helps to carry a burden for the Nation.

Nevertheless, we will not allow a quibble over a formula to obscure the momentous importance of the enactment of a provision for institutional aid. We can perfect a formula as we go along. Congress still sits and this subcommittee is receptive. But each year we let pass without beginning a system of unfettered support for a pluralism of colleges and universities is a year which multiplies the hazards to our future. We have a responsibility to the American people which is too crucial for such risk-taking.

AID TO DISADVANTAGED STUDENTS

If there is one ideal which has universal support among those who are committed to the American dream and believe that higher education has a role in its achievement, it is that no American should be deprived of all the education he can assimilate and use because of race, poverty, national origin, or any other irrelevant ground. We all believe in equal educational opportunity. The President set that as his goal in his message on Higher Education. We are glad that he said it and we believe that he means it -- even though we are not satisfied that the bill he has sent to Congress is an adequate vehicle to achieve his goal. The Carnegie Commission on Higher Education has given top priority to this ideal.

But how shall it be achieved? In practical terms, we must establish a mechanism of student aids which will actually make it possible for disadvantaged students to get the kind of education they want and can take. It means also that

the institutions capable of providing that education must be able to expand rapidly enough to absorb roughly a million additional students in the next five or six years.

Let me address myself to the first problem now, with particular attention to the mechanism provided in S. 3636, the Administration's bill.

That bill purports to take a giant stride forward by "guaranteeing" to the disadvantaged student that he can get assistance which will enable him to go to the school of his choice. But that guarantee has limitations which make it highly doubtful whether it is a step forward at all.

First, it drastically limits the category of students who could benefit from it. Only students whose family incomes are $7,000 or less would be eligible for grants or jobs. For students whose families make more than that, only loans would be available -- and between 75-80 percent of all college students are from such families. Any student whose family made more than $10,000 annually would have to borrow at the going interest rates, with no government subsidy at all.

But the student whose family makes $7,000 or less -- the student who qualifies for a "package" of grants, loans, or jobs -- has no idea what kind of aid he can get. There is nothing in the bill which tells him the amount and kind of aid on which he can count. He may find that the Commissioner of Education has determined that he must take the aid in the form of work. If the student does not want a job he may take the aid as a loan. No one has any evidence to support the notion that a ghetto student would be willing to assume a heavy load of debt. Common sense suggests the opposite; with no family experience of home mortgages and other borrowing, with little confidence in his own earning capacity, he probably would not be attracted at all by a loan.

Moreover, the amount guaranteed in the "package" --$1,400 -- is too low for the student to have much choice where he goes. If there is a college in his home town which charges low tuition he might make it there. Unless the student is willing

and able to borrow at the currently prevailing high rates of interest he could hardly hope to go to any but the most modestly priced residential colleges.

Beyond that, there is little reason for confidence that the funds will be available to stand behind even this highly qualified "guarantee". The bill does not provide open-ended or obligatory funding. It depends instead on annual appropriations. Here, I must say candidly, the record of the Administration is not reassuring. Its failure to support adequate funding for the National Defense Student Loan, the Educational Opportunity Grant and the Work-Study programs suggests that this vague gesture toward equal educational opportunity also would be very low on the Administration's priority list.

We believe the Administration's bill also is wrong in abandoning the middle-income student to the private loan market. We are not confident that he can get the money he needs there. We do not believe that he ought to have to get even a substantial part of it there, going heavily into debt for his education. And we are unalterably opposed to the concept implicit in such an arrangement that support of higher education should be routed through the student, and that universities should transform themselves into private institutions selling services for what the traffic will bear.

We believe that the student assistance programs now on the books, adequately funded and supported by institutional aids which will help keep tuition low, will do the job. There is a need for a government loan bank of some sort to buy the obligations of students in the guaranteed loan program, but this bank should be regarded as a fiscal mechanism only, designed to assure liquidity only, and not as the principal source of Federal assistance to higher education.

THE STUDENT-INDENTURE SYSTEM

With the costs for both public and private institutions going up, the sources of funds not increasing proportionately (to say the least), and demand steadily rising, the response of some economists has been to put the full cost on the consumer.

This would mean that the university would charge the full cost of each of its kinds of services to the beneficiaries of them. Instructional costs would be charged to students, with tuition rising to the level necessary to make that possible. Students normally would be expected to borrow on long-term repayment plans, if their families could not pay. Very low-income students might get grants or loans from public or private sources. Research and public service, the other two primary functions of the university, would be financed by user charges, perhaps through contracts with government or businesses. The institutions then would be self-supporting and would operate very much as any other private enterprise would. They would no longer represent a burden to the taxpayers.

And they would no longer be universities.

It is not at all easy to separate the costs of research, teaching and public service, but if it were, total reliance on user costs would destroy the institution as a place of free academic inquiry and maturation of the young. What would be taught would depend on what the paying consumer decided was "relevant" at the moment. Many courses long considered part of a liberal education would go by the board. Though some students might still passionately desire them, their appeal would not be large enough to support them. Basic research, performed because the scholar wants to know, might receive little support - and it is from the often incidental, or even accidental, by-products of this kind of research that much life-expanding progress has been made. Community service not wanted by groups affluent enough to pay would end.

The strongest arguments have been offered, not for this model, but for shifting the cost of instruction to the student. The arguments have taken two principal forms. One is that people with higher education demonstrably make more money than people who lack higher education. Not everyone does, of course, but the averages certainly support the thesis. Since the student is the principal beneficiary he should pay for the acquisition of this advantage. He can do this by borrowing from some government bank enough money to go where he pleases and can be accepted, staying as long as he needs to, paying back his borrowings over many years - amounting perhaps to most of his earning life. An element of speculation can be added by making the payment a percentage of his annual gross income, so that he who does well may overpay and he who has the good luck to fail may never have to pay back what he has borrowed.

The argument totally ignores the obvious fact that we already have a device for recouping for society the advantage offered by superior education. It is called the graduated income tax. Moreover, the argument forecloses the historic American belief that education inures to the benefit of society and so should be socially supported. I do not believe this subcommittee needs a recital from me of those social benefits. And if we did not believe that they justify social support of higher education, then we should extend the pay-as-you go principle to elementary and secondary education, and to other social programs, such as public health, which may increase a person's capacity to earn.

Besides, it would seem to me particularly disastrous at this juncture in our history to say to young people that the goal of an education is to learn how to make money, and that they therefore should choose courses of study promising the biggest return. We would say that society declines to help with their education because it endorses the notion that the only people college-educated persons should help is themselves.

The second argument is that, since many state tax systems are regressive, the poor are subsidizing the rich through public support for higher education. If this were true the obvious answers would be (1) that the argument applies to most social services, not just to higher education; and (2) regressive tax systems themselves should be attacked and changed.

But the argument very probably is not true. It is advanced at length in a recent book by W. Lee Hanson and Burton Weisbrod, Benefits, Costs, and Finance of Public Higher Education (Markham Publishing Company, 1969) in which the authors conclude that "the current method of financing public higher education [in California] leads to a sizeable redistribution of income from lower to higher income (p. 77)." But Dr. Joseph A. Pechman, Director of Economic Studies at the Brookings Institution, has studied this argument carefully, using the data on which this study was made, and found that it simply isn't true and that the data actually support a diametrically opposite conclusion, even with regressive state tax systems. Through foregone earnings plus living costs and fees paid, students and their parents, he points out, already pay "perhaps 70 percent of the total costs of higher education in the United States." He concludes that "my own view is that a system which provides free, or almost free, access to a public institution of higher learning to all qualified students is the simplest and most effective method of insuring enrollment of qualified poor or near-poor students. Some grant-loan systems, combined with full-cost tuition fees, may appear to be 'more efficient' in principle. But I am not persuaded that such systems can be operated with the evenhandness with which the free tuition system has operated."

A good summary of the results of this scheme is provided by George H. Hanford and James E. Nelson, writing in the spring issue of College Board Review. They say that the "massive use of student loans to pay the mounting costs of more education for more citizens" could "inadvertently bring about each one of these possibilities": "(1) marriages will be made in Washington instead of heaven;

51-567 O - 71 - pt. 2 - 22

(2) young people will begin their careers $50,000 in debt; (3) children will pay for all their education; (4) the generation gap will be widened; (5) the aspirations of the poor will be dampened; (6) class warfare will be fostered; (7) nonpublic education will be undermined."

I wish at this point that I could argue for a total alternative, which might be called a "free-public-education" model. Our Associations have long been dedicated to the principle of no, or at the least low, tuitions. But that battle has been lost. Even public institutions now charge what we believe are too-high tuitions, and many of our institutions have been forced to make increases recently.

So we must settle, as I believe most serious students of higher education finance have done, for a "conglomerate" model, in which costs are met by a mixture of tuitions, public appropriations, private gifts, and student aids in several forms. But as Howard R. Bowen, former president of the University of Iowa and now chairman of the Graduate Faculty in Economics at Claremont, California, University Center, has said: "The underlying issue is whether the conglomerate system should veer toward the full-cost model or the free-public-education model --- ." We believe, as he does, that it should aim steadily toward the latter, and that the principal ingredient necessary to make that possible is a Federal program of institutional aid.

Because we also agree with his conclusion:

> "It is anomalous, even tragic, that America would seriously consider abandoning its system of educational finance at the very time when it must extend opportunity to millions of hitherto excluded young people and when the country depends on independent colleges and universities as the principal source of the values, ideas and techniques needed to regenerate American society."

Mr. HARRINGTON. I represent the National Association of State Universities and Land-Grant Colleges which, as you know, has over 100 institutions, and it represents about half of the enrollment of students in higher education, together with the American Association of State Colleges, which we join in our legislative program that represents about half of the total number of students in higher education.

We have a legislative program which we wish to submit for the record, along with my testimony.

(The information subsequently supplied follows:)

Recommendations for National Action affecting Higher Education

A JOINT STATEMENT

American Association of State Colleges and Universities

National Association of State Universities and Land-Grant Colleges

JANUARY 1970

THIS STATEMENT OF POLICY

POSITIONS CONCERNING

Recommendations for National Action affecting Higher Education

WAS ADOPTED BY

THE NATIONAL ASSOCIATION OF STATE

UNIVERSITIES AND LAND-GRANT COLLEGES

AND

THE AMERICAN ASSOCIATION OF STATE

COLLEGES AND UNIVERSITIES

IN SESSIONS HELD DURING

NOVEMBER 1969

IN CHICAGO, ILL., AND
ATLANTA, GA.

THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

consists of 114 public and land-grant universities and colleges located in each of the 50 states, Puerto Rico, and the District of Columbia. Together, these institutions grant more than one-fourth of all the doctoral degrees awarded by American institutions of higher education.

Founded in 1887, the Association is the oldest organization of institutions of higher education in this country. It is a completely independent organization that determines its own policies and procedures by action of delegates representing all member institutions in annual convention.

Officers

Chairman of the Executive Committee

President Fred H. Harrington
University of Wisconsin, Madison

President of the Association

President Richard A. Harvill
University of Arizona, Tucson

President-Elect of the Association

President Wilson H. Elkins
University of Maryland, College Park

Executive Director of the Association

Ralph K. Huitt
National Center for Higher Education
One DuPont Circle, N.W.,
Suite 710
Washington, D.C. 20036
(202) 293-7120

AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES

consists of 268 institutions and 16 statewide systems of state colleges located in 45 states, the District of Columbia, Guam, and the Virgin Islands.

Approximately 1.6 million students—or over one out of five college students in the United States—attend the type of institution represented by the Association. These institutions are the fastest growing degree-granting institutions in the nation.

The membership includes comprehensive state colleges and regional state universities which have developed from single-purpose teachers colleges, newly-established institutions, technological institutions, and former municipal universities and junior colleges which have become state institutions.

Officers

President of the Association

President Hilton C. Buley
Southern Connecticut State College
New Haven, Connecticut

President-Elect of the Association

President Darrell Holmes
Colorado State College
Greeley, Colorado

Treasurer of the Association

President William B. Langsdorf
California State College
at Fullerton
Fullerton, California

Executive Director and Secretary of the Association

Allan W. Ostar
National Center for Higher Education
One DuPont Circle, N.W., Suite 700
Washington, D.C. 20036
(202) 293-7070

CONTENTS

		Page
I.	Needed: Not More Studies But Action	1
II.	Institutional Grants Program	4
III.	Aid to Individuals in Obtaining Post-High-School Education	5
	(A) Tax Credit for Tuition and Fees	6
	(B) Student Loan Indenture Proposal (Educational Opportunity Bank)	7
IV.	Responsibility for Minimizing Disruption in a Time of Institutional and Societal Change	10
V.	Discrimination in the Use of Public Funds for Educational Purposes	13
VI.	Indirect Costs of Federally Sponsored Activities	13
VII.	Mandatory Cost Sharing	14
VIII.	Academic Facilities, Housing	14
	(A) Academic Facilities	14
	(B) College Housing and Related Facilities	14
IX.	International Programs	15
X.	Improving Conditions of Urban and Rural Life	16
XI.	Natural Resources and Environment	16
XII.	Research and Extension on Agriculture and Related Fields	17
XIII.	Extending the Resources of Higher Education	17
XIV.	Establishment of New Federal Degree-Granting Authority and Institutions	18
XV.	Intergovernmental Cooperation: Unique Character of Higher Education	19
XVI.	Officer Education Programs	19
XVII.	Selective Services	21
XVIII.	Conclusions	21

RECOMMENDATIONS FOR NATIONAL ACTION AFFECTING HIGHER EDUCATION

I. *NEEDED: NOT MORE STUDIES BUT ACTION.*

The needs and future of higher education have been subject to analysis in recent years and months as never before. The process continues. Study after study, recommendation after recommendation, task force report upon task force report follow each other in confusing multiplicity.

But the times call for action.

The nation's economically, ethnically, and culturally disadvantaged are properly calling for an end to discussion about making equal access to post-high school educational opportunity available to all who seek and can benefit from it.

The problems of urban and rural poverty and blight demand attention, as do those of air and water and other environmental pollution.

The needs of the people call for a great expansion of the numbers of trained personnel in the whole range of the health professions, and for continued advances in research and in making the results of research available in practice.

Adults not in position to become full-time students are eager to improve their knowledge, both for cultural and vocational purposes.

Costs of attending college spiral as institutions, caught between rising costs, spurred by inflation on the one hand and inadequate private, state, and local support on the other, find no solution available except to increase their charges to students.

The need and demand for education to promote international understanding is greater than ever before, but the International Education Act remains unfunded. Inadequate funds for technical assistance in developing the human resources of developing countries have been further reduced.

There is general agreement among all those who have studied the problems of providing genuine equality of educational opportunity and of making the unique resources of higher education available for solution of the urgent problems of our times, that the Federal government must play a larger role in the financing of education at all levels.

The need is for a balanced program of federal assistance which will encourage the increase, rather than decrease, of non-Federal resources available from public and private sources. A balanced pro-

gram involves specific aid to disadvantaged students in the form of grants, work-study programs, low-interest loans, and special assistance of various kinds. It involves Federal aid for higher education facilities, for fellowships, for support of professional schools (particularly in the health professions). It involves expanded support for research, for adult education and community services, for developing colleges, and for institutional support for colleges and universities to keep down their spiraling charges to students.

With the exception of a program of general institutional support, the framework for providing all these essential forms of aid already is on the statute books, though it may need revision, consolidation, and rationalization.

The *primary problem*, except for badly needed institutional support, is one of *funding*—not more studies, task forces, committee reports, and the raising of expectations the lack of fulfillment of which leads to disillusionment with the capacity of our democratic society to respond through orderly processes of government.

The following will illustrate some of the funding gaps in programs duly authorized by Congress after careful consideration by committees having jurisdiction:

Higher Education Facilities Grants. Annual authorization in excess of $900 millions, including $50 million for graduate facilities. Funding: $33 million for degree-granting institutions and private junior colleges (with 75 per cent of all enrollments) and $43 million for public two-year colleges; nothing for graduate facilities.

Educational Opportunity Grants. This program, designed to give genuine educational opportunity to those most economically disadvantaged, was funded at a level to permit fewer than 100,000 *new* grants. At a minimum, 200,000 could be effectively used.

National Defense Student Loan Fund. Authorization, $375 million. Funded at $229 million, but full appropriated funds not released for use.

National Defense Education Act, College Teacher Fellowships. Authorized: 7,500 new fellowships annually. Funded to provide 3,000; a reduction of 50 per cent from earlier appropriated levels.

Community Service and Continuing Education Act. This act was intended to be the major vehicle for enlisting the resources of colleges and universities in solving urgent community problems, and providing opportunity for further education for adult citizens. Authorization, $50 million. Funding, $9.5 million.

College Housing Loan Program. Present authorization for *direct loans*: *in excess* of $1 billion. Amount authorized to be released during current fiscal year for direct loans; about $60 million, supplemented by about $240 million in interest subsidies on private-market loans.

International Education Act. Authorized, by overwhelming majorities in both Houses of Congress, $90 million annually. Appropriations to date: zero.

Aid to Developing Colleges. Authorized, $50 million. Appropriations: $30 million.

The above are but examples. The situation is similar with respect to a wide range of other programs.

The conclusions are clear.

Except for Federal assistance to keep down mounting charges to students which are increasingly pricing higher education out of reach of more and more students and their families, ample legislative authority exists to make a major advance.

The first priority is to fund existing programs.

The first priority among new programs is to provide institutional support for colleges and universities so they can provide quality education for all who can benefit from it at reasonable charges to students.

The National Association of State Universities and Land-Grant Colleges and the American Association of State Colleges and Universities, who join in this statement, have proposed specific legislation to this end, (the Miller-Daddario Bill) which is now before the Congress. It enjoys the support of the Association of American Colleges, whose membership includes virtually all the nation's private colleges. It has the support of the Association of American Universities, including the nation's leading graduate and research universities, public and private. Other major national organizations have endorsed the principle of institutional support.

Such a program is badly needed not only to keep

down rising charges, but also to correct the imbalance between emphasis on research and instruction created by past Federal concentration on research.

The country is increasingly bewildered by the flood of studies, proposals, and re-proposals being put forward. Some of these are excellent, some mere nostrums and panaceas. The proliferation of new proposals while major gaps exist between promise and performance in existing programs is a major factor in the disillusionment and disaffection of many of our young people.

The path to great achievement in social, cultural, and economic advance is well marked. It is the education of all Americans to their highest potential and the fullest use of the special resources of our colleges and universities in research and public service.

The times call for action.

II. *INSTITUTIONAL GRANTS PROGRAM.*

As we noted, the greatest unmet need in Federal support for higher education is an *institutional* support program through which flexible, predictable funds are made available to colleges and universities on a continuing basis. These Associations urge that such a program is vital to the welfare of the nation and is needed *now*. Further, we believe that the institutional grants program should be initiated in the natural and social sciences where there already exists a solid base of experience in relations between the Federal agencies and the academic community.

We are mindful of the need for institutional grants in the arts and the humanities, as well as in the natural and social sciences. However, the long experience with programs in the sciences and wide acceptance of Federal participation in them, together with the existence of a substantial and experienced administrative staff in the National Science Foundation, suggests that new and comprehensive institutional support may best be started in those fields.

More nearly adequate funding should be provided immediately for project grants in the arts and humanities. We believe such grants can be of special benefit to the culturally and economically disadvantaged. After a period of experience with expanded project grants through the National Foundation for the Arts and the Humanities, these disciplines might then be included in a formula for general institutional support.

Bills for the establishment of a National Institutional Grants Program have been introduced in both the Senate and the House of Representatives, and H.R. 11542 has been overwhelmingly approved by the House Committee on Science and Astronautics after extensive hearings spanning two sessions of the Congress in which the principle of institutional support was strongly endorsed by almost all witnesses. The bill, as refined through public debate, is admirably suited for the initiation of this urgently needed program. We commend Representatives George P. Miller, Emilio Q. Daddario, and others for their sponsorship of this proposal, and strongly urge its early passage in the House and its serious and early consideration in the Senate.

III. *AID TO INDIVIDUALS IN OBTAINING POST-HIGH-SCHOOL EDUCATION.*

As indicated above, these Associations believe that a balanced program of assuring access to post-high-school educational opportunity includes support to institutions to keep charges to students down, combined with direct aid to individuals facing particular economic, ethnic, or cultural disadvantages. The Congress has established a substantial and varied program of aid, including Economic Opportunity Grants, N.D.E.A. loans, work-study programs, and support of special services to disadvantaged students. It also includes pre-college assistance and encouragement, as exemplified by the Upward Bound, Talent Search, and other programs. Special aid to developing colleges also involves particular attention and support to institutions which serve a high percentage of disadvantaged students. The Guaranteed Student Loan Program falls into a slightly different category, as it is designed to ease the burden on middle-income families caused by increases in college charges substantially in excess of the increases in real income and those attributable to inflation. It serves a useful purpose, though the necessity for it will be diminished if measures to increase public support and encourage private voluntary support are taken to keep down charges to students.

These Associations supported the enactment and urge the full implementation of all the above programs. One hundred per cent Federal financing should be provided for the N.D.E.A. Student Loan Program, in order that needy students may not suffer from institutional incapacity to find matching money.

The Associations, however, STRONGLY

OPPOSE two proposals which have been widely advocated under the rubric of student aid. They are discussed below:

TAX-CREDIT AND STUDENT-LOAN INDENTURE PROPOSALS

Proposals for a direct deduction from income taxes owed the Federal government because of tuition and required fees paid colleges and universities have attracted substantial support because of several assumptions, all incorrect.

More recently, widespread publicity has been given a proposal to solve the fiscal problems of higher education by a sharp increase in charges to students coupled with the privilege of borrowing from the Federal government the increasingly substantial sums required, with repayment by the borrower in the form of a special added income tax over 30 to 40 years. Both these proposals are unsound from the standpoint of public policy, educational policy, and fiscal policy. They are discussed separately below:

(A) *Tax Credit for Tuition and Fees*

Three assumptions, the first two contradictory and the third untrue, are made in advancing such proposals:

The first is that they will provide relief to hard-pressed parents. A second is that they provide a way around the problems related to direct Federal aid to non-public institutions and would, therefore, provide a substantial flow of Federal tax dollars to these and other institutions. A third is that they are so devised as to limit sharply or eliminate aid to the most affluent and to give the greatest aid to those in lower income brackets (though admittedly none at all to those who pay no income tax). The first two assumptions are obviously contradictory. If institutions raise fees to collect tax dollars, parents will get no relief. If parents get substantial relief, institutions will not be aided.

The third assumption is untrue. Despite limitations on benefits in terms of gross taxable income, the most recent version of this proposal advanced before Congress allows families with taxable incomes of up to $25,000 to receive full benefits, and those with incomes substantially in excess of this amount to receive some benefits. Those with capital-gain incomes well in excess of the stated limitation would, of course, receive special treatment, while those with incomes chiefly from tax-exempt sources would benefit without limitation as to total, as compared to taxable, income.

While percentage benefits are theoretically higher for lower-income families, actual dollar benefits steadily diminish at the lower end of the income scale, and vanish entirely for those who pay little or no taxable income but nevertheless sacrifice heavily for their children's future, in terms of income paid out and loss of family earnings. Indeed, this proposal has been correctly described as an "upside down scholarship."

These Associations view the tax-credit proposal as inequitable from every standpoint and unsound from that of fiscal policy, educational policy, and national policy in general. The Treasury Department, whose estimates on first-year cost of such a proposal are in the neighborhood of $2 billion annually, has ably stated the objections from the standpoint of national fiscal policy, as has the distinguished Chairman of the House Ways and Means Committee.

Proponents of this legislation have made it clear that its essential purpose is to give tax support to educational institutions proportional, to some extent at least, to the fees charged students. Since the fees would have to be raised to provide the additional income desired, the benefit would flow to the college, not the taxpayer. To the extent that fees are raised, students from low-income families would find their educational costs increased rather than decreased. Institutions with low tuition charges would be placed under pressure to increase them in order to collect Federal aid by this route. Institutions which wish to engage in discriminatory practices and still enjoy Federal support would be encouraged to do so.

These Associations take the position that, to the extent that Congress finds it in the national interest to provide either general or specific-purpose support from public funds to institutions of higher education, ways can and should be found for doing this which retain the principle of public accountability for the expenditure of public funds, which are fiscally and educationally sound, and which do not in their operation discriminate against large groups of students and institutions. The tax-credit approach does not meet these standards.

(B) *Student Loan Indenture Proposal (Educational Opportunity Bank)*

This proposal, described by its proponents as an "Educational Opportunity Bank" or a "National

Youth Endowment Fund," can, in fact, be more accurately described as one through which the student is asked to enter into a special Federal income-tax indenture for most of his working life in order to permit colleges and universities to recapture approximately the full cost of educational services through sharp increases in required charges. Its most glaring defect from the standpoint of public policy is that it proposes to shift to the student the cost, at an escalating rate, of higher education. Whatever the allocation between the individual and society of the benefits of higher education, it is clear that the primary benefit is to society. The argument that the privilege of borrowing large sums with deferred repayment will somehow increase educational opportunity for the economically and educationally disadvantaged will not bear analysis for several reasons; rather, it would, under the name of equality of opportunity, enable a low-income student to start life with a heavy added Federal claim on his income, while freeing the more affluent from similar responsibility.

The policy of escalating student charges in all types of institutions would raise economic barriers against low-income and educationally disadvantaged students in institutions which will now admit them and which they can attend at relatively low cost. It would not, however, permit them to attend institutions which are prepared neither to relax their admissions standards nor to expand their enrollments in any substantial degree. The highly qualified student from a low-income family can, in general, already attend college through a variety of scholarship programs for the talented. The problem of the educationally disadvantaged student involves a variety of factors. High admission standards, reluctance to borrow, need of his family for income, and lack of motivation are all elements in his disproportionately low participation in post-high-school education. These problems will not be solved by extending the privilege of borrowing theoretically to enable the student to shop around for a college which will grant him admission, in competition with other students with fewer academic and other handicaps.

The Educational Opportunity Bank proposal poses many other major questions, to which answers have not been forthcoming. Its fiscal solvency is clearly dependent on attracting an equal balance between those whose future incomes will be high and those entering low-income professions to permit continued lendings to those whose repayments will be less than their loans. Yet, to be fiscally attractive to those entering high-income occupations or with family resources which assure high incomes, terms must be such that a large fiscal outlay by the Federal government seems a prerequisite. If the charges of all colleges are escalated sharply, present ability of the vast majority of students to finance their own education through family aid and earnings will disappear, and heavy borrowing will become for increasing numbers the only avenue of access to higher education. The Educational Opportunity Bank particularly belies its title with respect to young women seeking higher education. The burden imposed by the combined loans of husband and wife could impose harsh strains on a new family. Marriage would involve a substantial reverse dowry.

Economists who have analyzed the proposal since it was first put forward in specific form by the Panel on Educational Innovation have pointed out:

1. Although the intent of the proposal is that students should pay for their own education through long-term borrowing, the initial effect will be to require a sharp increase in Federal taxes or a sharp decrease in Federal expenditure for other public programs. One or the other would be needed to avoid the inflation caused by billions of dollars in borrowing anticipated, with no counterbalancing flow of repayments in the early years.

2. While the proposal was also presented as being of particular assistance to private institutions, and as one not intended to reduce present sources of non-Federal support to higher education, the analysis referred to suggests that private institutions will be relatively worse off under operations of the Bank unless states reduce their support of public colleges and universities and force increases in student charges. Our Associations are committed to the belief that Federally-sponsored programs should enable public and private institutions to hold down the cost of education to students and their families, thereby making educational opportunity more widely available to all. Proposals to this end are outlined elsewhere in this document.

Higher education in the United States has been the means of providing genuine equality of opportunity for increasing numbers of young men and women because the American people have recognized that education is primarily a social responsibility. They have supported our colleges and uni-

versities both directly through public channels and indirectly through voluntary support encouraged by special tax treatment, thus keeping down the financial barriers to education. The philosophy that financing education is primarily the responsibility of the student is directly contrary to this great and sound tradition.

IV. *RESPONSIBILITY FOR MINIMIZING DISRUPTION IN A TIME OF INSTITUTIONAL AND SOCIETAL CHANGE.*

Resort to confrontation, destruction, and violence has become an increasingly disturbing phenomenon in American life. The demands for, and the necessity of, societal change challenge the capacity of all our institutions to adjust to new conditions through orderly processes while protecting fully the freedom to dissent.

Destruction, violence, and confrontation have occurred in relation to issues involving urban problems, church problems, business, industrial and labor problems, civil rights and educational problems at all levels, to name a few. Young people, including college and university students, have been prominently involved in many of these activities. That they have also been much more heavily identified with efforts to accomplish needed change through orderly procedures is less well known because less publicized.

No level of government and no type of public or private organization has been demonstrably more successful than others in dealing either with the problems of violent confrontation, or in accelerating the processes of orderly and needed change which are basic to a reduction of tension and conflict. All have been relatively unprepared to cope with violence, all relatively slow to change.

Colleges and universities were particularly vulnerable to confrontation and violence, because they had experienced relatively little of it. Mechanisms for governance and for orderly resolution of grievances which they thought adequate proved in some cases inadequate in the test. College and university regulations, and civil laws and procedures, were in many instances found to be defective both to protect the innocent and punish the guilty.

The American tradition and practice has been substantially that the preservation of public order has been left to local authority, supplemented by state authority when needed, with Federal law and authority resorted to only when other remedies were clearly inadequate. The involvement of local civil authorities has been relatively infrequent with respect to members of the college and university community, where respect for the rights of others and the use of internal disciplinary mechanisms have normally sufficed.

It is perhaps a tribute to the high esteem in which the American public holds its institutions of higher education that many proposals have been made and some enacted into law for Federal intervention in matters of campus disturbances. Since "news" is by definition a deviation from the past or the expected, it is perhaps a tribute to the historic ability of the university community to conduct its affairs in a peaceful manner that communications media have focussed so intensively on every instance of campus disruption and so little on the widespread instances of orderly change, or of both responsible and equitable dealing with disruption when it occurs.

These Associations believe that it is no more desirable or appropriate for the Federal government to pass special laws dealing with campus disruption than to pass special laws dealing with disruption in municipalities, counties, states or in hospitals, museums, community theaters, farms, or in elementary and secondary schools—public and private—all involved in some aspects of Federal programs.

This view does not spring from self-righteousness, illusion, or timidity. No occupational group in American life is more opposed to campus disruption, has more to lose from its occurrence, is more conscious of the fact that mistakes have been and will be made, than college and university administrators.

It is cold realism and hard experience which causes us to say that any substantial degree of direct Federal intervention with respect to campus disturbances is counter-productive of the common objective of minimizing them. Detailed Federal legal prescriptions and procedures are invitations to prolonged court procedures following institutional action. Mandatory and severe Federal penalties against particular classes of students (because recipients of Federal assistance) create manifest injustices in situations in which it is crucial that justice *be* and *be seen to be equitable* in terms of the degree of the offense, and no other criteria. Colleges and universities are not *in fact* free to move promptly under their own regulations and procedures if bound to use a different set of regu-

lations, procedures, and penalties by Federal law. By the same token, state and local civil authorities and courts are *not in fact free* of outside pressures, if they know that identical penalties assessed against young men guilty of identical offenses may automatically result in far heavier Federally-imposed penalties in one case, and none in the other.

Even the relatively mild proposal that all institutions of higher education be Federally required to prepare disciplinary regulations or lose all Federal funds inevitably carries with it both the implication that the many will be punished for the sins of the few and that Federal prescription of detailed regulations may follow. Is the Federal government to require codes of regulations for disturbances in cities, counties, and states? Shall we cut off water supplies from Federally-impounded lakes to cities which have not found the solution to confrontations over the local control of schools? Or should they be required to see that no one involved in a municipal confrontation is permitted to use the Federally-aided water system?

Colleges and universities have been challenged to act. *They have acted.* Penalties have been assessed, after hearings in accordance with due process. In recent months, most colleges and universities have revised their regulations, both with respect to protecting individual rights and to punishing those who resort to violence. State and local laws have, in many instances, been similarly revised and clarified to remove ambiguities as to public buildings and property. A great deal of experience has been gained, directly and vicariously, in dealing with the relatively new problem of disruption.

More importantly, many colleges and universities have undertaken substantial revision of their internal governance, in response to student requests for a real voice in policies that directly affect them.

Campus disruptions will continue, as they will in other areas of American life. No amount of reform or change will satisfy the small minority whose purpose is to destroy the university, rather than to accomplish needed reforms. The degree of disruption and confrontation may depend substantially on developments in American society wholly outside the control of the college or university as such. However, the content and application of university regulations and the authority for enacting and enforcing laws against disruptive activities *wherever they occur* are and should be the responsibility of those who have responsibility for campus governance, and state and local legislation and law enforcement. We have faith that if this continues to be the case, the destruction-bent minority will be increasingly isolated and ineffective.

V. *DISCRIMINATION IN THE USE OF PUBLIC FUNDS FOR EDUCATIONAL PURPOSES*

Member institutions of the Association support public policies against discrimination in the use of public funds for educational purposes, and believe these policies should apply equally in their use to all types of institutions, public and private. They note with regret that the Civil Rights Act of 1964 does not uniformly apply this standard because of the failure to include a provision against discrimination because of religion in Title VI of the Act, which applies to non-public as well as to public colleges and universities. They also note that Title IV of the Act, which requires a survey of the extent of discrimination in education to be made by the U.S. Commissioner of Education, applies only to public institutions and does not apply to discrimination in the use of public funds by non-public institutions receiving them.

It is, therefore, our position that the Civil Rights Act should be amended to ban the use of public funds by institutions which discriminate in the admission of students or employment of staff because of religion, and that, pending such amendment or new educational legislation, the use of tax funds should be barred to institutions which discriminate because of religion. If there is reasonable ground for exception to this rule, such as might be involved in programs of public welfare, rather than of an essentially educational, character–such as the school lunch program–such exceptions should be made by explicit exemption from the general rule.

VI. *INDIRECT COSTS OF FEDERALLY-SPONSORED ACTIVITIES.*

Indirect costs of Federally-sponsored activities are real costs that, unless fully reimbursed, constitute a serious drain on the resources of the college or university–resources that are required for carrying out their primary institutional function and for the conduct of programs where Federal support is limited or lacking. The Associations strongly oppose imposition of any arbitrary ceiling on recovery of indirect costs for the reasons contained

in a study made for the Congress this year by the General Accounting Office.

VII. *MANDATORY COST-SHARING.*

The Associations stenuously object to the mandatory cost-sharing concept, with respect to Federally sponsored research programs. Simply equity dictates that institutions making available their physical and human resources to assist in the attainment of national objectives receive the full costs for doing so, especially when the cost sharing reduces their ability to contrbute to the attainment of other, and equally important, national objectives.

VIII. *ACADEMIC FACILITIES, HOUSING.*

(A) *Academic Facilities.* A report issued in the fall of 1969 by a U.S. Office of Education Task Force estimated a deficiency of 68 million feet of assignable academic space in our colleges and universities as of the fall of 1968, and a need for a net addition of 241 million square feet of assignable space to handle enrollment increase projected by 1977. The Task Force estimated a need for a commitment of $2.8 billion annually from 1970 through 1974. Federal authorizations for facilities aid include authority for direct grants of up to 50 per cent of cost of facilities, for direct loans, and for interest subsidy on loans made in the private market. These Associations supported the interest subsidy proposal as a means of expanding the facilities-aid program in a time of temporary budget stringency as a *supplement* to the direct loan program and the grant program. The Administration proposed, with respect to degree-granting institutions, to eliminate the grant program in the fiscal 1970 budget and to eliminate the direct-loan program for all institutions.

We recommend full funding of the grant program and the direct-loan program to the extent of the authorization provided in law. The interest subsidy program, substantially more costly in the long run than the direct-loan program, should be used only as an emergency supplement.

(B) *College Housing and Related Facilities.* The committee cited above estimated a requirement for residential, dining, and related facilities for an additional 750,000 students by 1977, at a cost of $7.9 billion. Authorizations exist for more than $1 billion in direct Federal loans, and money available is being increased substantially each year by repayments into a revolving fund. Although the present interest rate for the direct loan program involves a slight subsidy because of prevailing high interest rates, the program up to the end of fiscal 1969 has shown a profit to the Federal government in excess of expenditures. Again as a supplement to the direct program in a time of budget stringency, the Congress authorized a supplemental interest subsidy program for private loans. During fiscal 1970, the direct loan program was reduced from its past $200 million level to approximately $60 million, the more costly interest subsidy program (over the years) being substituted for, rather than used as a supplement to, the direct program. The *direct loan and grant program should be rapidly expanded and the interest subsidy program held to its original purpose as a supplement, if needed.*

IX. *INTERNATIONAL PROGRAMS.*

More than any other nation, the United States of America stands to benefit from programs in the international area. These include domestic programs provided under the National Defense Education Act and envisioned under the International Education Act, educational and cultural exchange programs (such as those authorized by the Fulbright-Hays Act), and technical assistance to developing nations under the Foreign Assistance Act.

Failure to fund the International Education Act and cutbacks in technical assistance programs are discouraging. On the other hand, steps to place university relationships in technical assistance on a sounder basis and to give greatly increased emphasis on helping developing nations build the educational and professional competence they need to move forward, under the leadership of Administrator John A. Hannah, are hopeful signs, as is the renewed spirit of bi-partisanship in support of international activities.

Democracy has everything to gain from the free exchange of people and ideas and the free movement of international commerce. It has much to lose from a policy of indifference to the plight of millions in other countries who look to us for assistance in improving their conditions of life.

Out of the conviction that knowledge of the history, culture, languages, and problems of other peoples of the world is essential to the sound education of American citizens today, our institutions have in recent years greatly expanded their

offerings in internationally-related fields. Particularly at the undergraduate level, and substantially at other levels, this expansion has been financed by non-Federal sources of income, including state legislatures, student fees, and private donors. We intend to continue this emphasis.

National support and national leadership are essential, however if college and university-related international educational and cultural exchange and technical assistance programs are to be adequate to the interests and responsibilities of the United States. Both the national interest and responsibility are clear.

X. *IMPROVING CONDITIONS OF URBAN AND RURAL LIFE.*

The problems of our center cities, linked as they are with conditions of poverty, inadequate education, and unemployment, are properly a major focus of public concern. These problems, it is clear, are also inextricably linked with those of poverty, inadequate education, and lack of suitable employment in non-urban, non-metropolitan areas, where 29 percent of the population includes 41 percent of those classified as below the "poverty" line.

Member institutions of these Associations have a traditional role of concern for and action related to the conditions of the citizenry. This concern is now intensified and expanded by the tremendous problems of a rapidly urbanizing society. Member institutions of these Associations are heavily involved in research, educational, and public service programs designed to improve the conditions of rural and urban life. The chief limitation on their ability to respond to urgent requests for expert assistance is lack of resources for this purpose, particularly as related to urban problems.

XI. *NATURAL RESOURCES AND ENVIRONMENT.*

The member institutions of these Associations share the general informed concern for the need for conservation and intelligent utilization of our natural resources and for the abatement of the increasing pollution of our natural environment. For this reason, we have welcomed the Water Resources Research Act, the Sea Grant College and Program Act, and the programs established in the Department of the Interior, the Public Health Service, and the Environmental Sciences Service Administration in the Department of Commerce aimed at the understanding and abatement of air and water pollution.

These programs, as were those for continuing education and public service, were initiated during a period of budget constriction for domestic programs, and should be funded consistently high with their priority at the earliest possible time.

Further, we urge continuing emphasis in the administration of the Sea Grant College and Program Act on the importance of broad, flexible institutional awards.

XII. *RESEARCH AND EXTENSION IN AGRICULTURE AND RELATED FIELDS.*

The cooperative programs of research and education in agriculture and related fields between the Federal government and Land-Grant institutions have been conspicuously successful. Indeed, these programs have been a major factor in the development in the United States of the most productive and efficient agriculture in the history of mankind.

It is recognized that the consumer is the principal beneficiary of these programs. Consequently, it is in the public interest to maintain a level of Federal financial support which will enable these programs to make their maximum contribution to the nation's agriculture and ultimately to the consuming public.

The Associations are concerned that Federal support in recent years has lagged substantially behind rising costs, requiring the states to carry an increasing proportion of the cost of these cooperative efforts. Major long-range studies of both agricultural research and extension programs have been made by joint committees of the U.S. Department of Agriculture and the National Association of State Universities and Land-Grant Colleges. The recommendations of these committees offer sound and constructive suggestions for reorienting and expanding both programs.

XIII. *EXTENDING THE RESOURCES OF HIGHER EDUCATION.*

The Congress has recognized the great need for Federal action to make available the resources of our colleges and universities toward the solution of problems of national and international concern. We applaud the enactment of such legislation as Title I

of the Higher Education Act of 1965, the State Technical Services Act, the Regional Medical Programs Act, legislation affecting the Department of Housing and Urban Affairs, the Law Enforcement Act, and the Smith-Lever Act establishing the Cooperative Extension Service, which has furnished the example inspiring many of the more recent programs. Through the implementation of programs of continuing education and extension authorized by these and other acts, the Congress enables universities to bring their unique resources to bear on the needs of communities and individuals for assistance in solving the multiple problems associated with rapid urbanization, technological change, social change, and the needs of the professions, agriculture, labor, business, industry, the delivery of health service, and the Federal government.

Truly significant progress cannot be expected from these programs until it is possible to fund them at levels commensurate with the needs they were established to help satisfy.

XIV. *ESTABLISHMENT OF NEW FEDERAL DEGREE-GRANTING AUTHORITY AND INSTITUTIONS.*

In recent years, many efforts have been made, some successfully, to authorize the granting of advanced academic degrees by Federal agencies or establishments. We believe these efforts arise from basic confusion as to the nature of a university, the significance and meaning of the academic degree, and the resources of the non-Federal academic establishment.

The basic characteristic of the university as a center for the advancement of knowledge is one of free inquiry, free exchange of the results of research with other scholars in the field, and free criticism. Another characteristic is the opportunity offered for educating men and women in the processes and methods of research. The academic degree is a recognition of educational attainment and research accomplishment under conditions of free inquiry, exchange, and criticism. Its use by agencies or institutions, which are not, and cannot, become universities in this sense of the term is a misuse which is both undesirable and unnecessary.

XV. *INTERGOVERNMENTAL COOPERATION: UNIQUE CHARACTER OF HIGHER EDUCATION.*

The Associations strongly support activities designed to improve cooperation between the Federal government and state and local governments and to increase the capacity of state and local governments to provide the quality and variety of public services needed in our complex society.

They emphatically call attention, however, to the unique character of higher education as an instrumentality of society. All the states have, by constitutional or legislative action, placed responsibility for governance of public universities and colleges under the control and direction of governing boards separated from direct channels of state administrative and political control. Private institutions have historically enjoyed this status.

In recent years, national legislative proposals have been made which would have the effect of authorizing the administrative branch of the Federal government to require that staffs of both public and private universities and colleges engaged in Federally assisted programs be placed under state merit systems, channeling Federal funds for higher education through state administrative agencies having no jurisdiction under state constitutions or law, bypassing state legislative authority, and assigning planning responsibility for higher education within the states to agencies created for entirely different purposes.

Since inadvertance or lack of awareness of the issues and relationships involved apparently have been responsible for violation in proposed legislation of this sound principle, the Associations respectfully call it to the attention of Congressional committees, Federal agencies dealing with educational legislation, and the Advisory Committee on Intergovernmental Relations.

XVI. *OFFICER EDUCATION PROGRAMS*

Public and Land-Grant universities and colleges have, from their founding, held to the philosophy that their responsibilities include provision of opportunity for advanced education for a wide range of occupations in private and public life. Other institutions have increasingly shared that philosophy and responsibility.

As a result, leadership in every phase and field of American life has come from individuals from a

wide range of backgrounds: institutional, regional, economic, ethnic, social.

In only one area, that of preparing officers for the Armed Services, has the Federal government established its own institutions of higher education. However, for many years the vast majority of regular and reserve officers for the Armed Services have come from non-Federal colleges and universities. The two Associations believe that (1) is is appropriate for institutions of the type represented in their membership to offer courses and programs of interest to those wishing to serve as officers in the Armed Services, as they do for other occupational fields, and (2) that it would be highly undesirable for officer education to be restricted to the service academies.

With respect to the Reserve Officers' Training Corps program as such, controversies over issues such as the amount of credit for course work, jurisdiction over the selection of instructors, and the nature and content of the curriculum have arisen in a relatively small number of institutions. The Department of Defense has indicated a recognition of the desirability of certain reforms and a greater degree of flexibility in program. This points to the probability that most institutions involved or desiring to be involved in officer-education programs will find it possible to conduct them through the R.O.T.C.

Colleges and universities make a most substantial financial contribution to officer-education through the R.O.T.C. program. They provide, without charge to the Federal government, classroom, office, and other facilities and departmental support. Although the question of at least partial reimbursement for these costs has been under discussion for more than 20 years, no action has resulted.

Meanwhile, the problem becomes increasingly critical as enrollments and pressures on use of facilities rise, accompanied by sharp reductions in funds available from governmental and private sources for needed new construction.

The Associations commend the generally constructive report of the Special Committee on R.O.T.C. named by the Secretary of Defense, and endorse in particular its recommendations (1) for amendment of the R.O.T.C. Revitalization Act to indicate the cooperative nature of R.O.T.C. curriculum development as between institutions of higher education and the Armed Services and (2) for Federal payment of the full institutional costs of the R.O.T.C. program. The Associations are hopeful that the fixing of specific responsibility for R.O.T.C. matters at the Department of Defense level in the office of the Deputy Assistant Secretary (Education) will improve liaison with higher education and expedite early action on needed administrative and legislative changes.

The Associations strongly recommend that Advisory Panels on R.O.T.C. of both the Department of Defense and the several Armed Services include representatives of the major institutional organizations in higher education.

XVII. *SELECTIVE SERVICE.*

The Associations commend the President and the Congress for the authorization and establishment of procedures under the present Selective Service Act providing for one year of maximum vulnerability to call and for a random selection system of determining order of induction, within the established prime age group. This will enable young men to plan their future with more certainty and also eliminate the heavy impact of the former "oldest first" rule on graduate and professional education, while assuring that students deferred for higher education will be subject to call in the same proportion as other qualified registrants.

XVIII. *CONCLUSION.*

There is, as Shakespeare said, a time for all things. The time has come in higher education for a cessation of new studies and pronouncements on the national role in higher education and for a real beginning of *action* to implement programs on whose objectives there has long been general agreement. With the exception of a national program of general institutional support to colleges and universities, authorizing legislation both to provide access to higher education for the disadvantaged and to make available the resources of higher education toward solving many of the most pressing problems of our time has long been on the statute books.

The times call for action.

MEMBER INSTITUTIONS OF
THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

AND

THE AMERICAN ASSOCIATION OF

STATE COLLEGES AND UNIVERSITIES

ALABAMA
Alabama A & M University
Alabama State University
Auburn University
Florence State University
Jacksonville State University
Livingston State University
Troy State University
University of Alabama
University of Montevallo
University of South Alabama

ALASKA
University of Alaska

ARIZONA
Arizona State University
Northern Arizona University
University of Arizona

ARKANSAS
Agricultural, Mechanical and Normal College
Arkansas A & M College
Arkansas Polytechnic College
Arkansas State University
Henderson State College
Southern State College
State College of Arkansas
University of Arkansas

CALIFORNIA
California State College at Bakersfield
California State College at Dominguez Hills
California State College at Fullerton
California State College at Hayward
California State College at Long Beach
California State College at Los Angeles
California State College at San Bernardino
California State Polytechnic College—Kellogg-Voorhis
California State Polytechnic College
Chico State College
Fresno State College
Humboldt State College
Sacramento State College
San Diego State College
San Fernando Valley State College
San Francisco State College
San Jose State College
Sonoma State College
Stanislaus State College
University of California
University of California at Berkeley
University of California at Davis
University of California at Los Angeles

COLORADO
Adams State College
Colorado State College
Colorado State University
Fort Lewis College
Metropolitan State College
Southern Colorado State College
University of Colorado
Western State College of Colorado

CONNECTICUT
Connecticut Agricultural Experiment Station
Central Connecticut State College
Eastern Connecticut State College
Southern Connecticut State College
University of Connecticut
Western Connecticut State College

DELAWARE
Delaware State College
University of Delaware

DISTRICT OF COLUMBIA
District of Columbia Teachers College
*Federal City College

FLORIDA
*Florida A & M University
Florida Atlantic University
Florida International University
Florida State University
Florida Technological University
University of Florida
University of North Florida
University of West Florida

GEORGIA
Albany State College
Armstrong State College
Augusta College
Columbus College
Fort Valley State College
Georgia College at Milledgeville
Georgia Institute of Technology
Georgia Southern College
Savannah State College
University of Georgia
Valdosta State College
West Georgia College

GUAM
University of Guam

HAWAII
University of Hawaii

IDAHO
Boise State College
Idaho State University
Lewis-Clark Normal School
University of Idaho

ILLINOIS
Chicago State College
Eastern Illinois University
Governors State University
Illinois State University
Northeastern Illinois State College
Northern Illinois University
Sangamon State University
Southern Illinois University
University of Illinois
Western Illinois University

INDIANA
Ball State University
Indiana State University
Indiana University
Purdue University

IOWA
Iowa State University
University of Iowa
University of Northern Iowa

KANSAS
Fort Hays Kansas State College
Kansas State College of Pittsburg
Kansas State Teachers College
Kansas State University
University of Kansas
Wichita State University

KENTUCKY
Eastern Kentucky University
Morehead State University
Murray State University
Kentucky State College
University of Kentucky
Western Kentucky University

LOUISIANA
Francis T. Nicholls State College
Grambling College
Louisiana Polytechnic Institute
Louisiana State University
McNeese State College
Northeast Louisiana State College
Northwestern State College
Southeastern Louisiana College
Southern University

MAINE
Aroostook State College
Farmington State College
Fort Kent State College
Gorham State College
Maine Maritime Academy
University of Maine
University of Maine—Orono
Washington State College

MARYLAND
Bowie State College
Coppin State College
Frostburg State College
Maryland State College
Morgan State College
St. Mary's College of Maryland
Salisbury State College
Towson State College
University of Maryland

MASSACHUSETTS
Boston State College
Bridgewater State College
Fitchburg State College
Framingham State College
Lowell State College
Massachusetts College of Art
Massachusetts Institute of Technology
Massachusetts Maritime Academy
North Adams State College
Salem State College
University of Massachusetts
Westfield State College
Worcester State College

MICHIGAN
Central Michigan University
Eastern Michigan University
Ferris State College
Grand Valley State College
Lake Superior State College
Michigan State University
Northern Michigan University
University of Michigan
Wayne State University

MINNESOTA
Bemidji State College
Mankato State College
Moorhead State College
St. Cloud State College
Southwest Minnesota State College
University of Minnesota
Winona State College

MISSISSIPPI
*Alcorn Agricultural & Mechanical College
Delta State College
Jackson State College
Mississippi State College for Women
Mississippi State University
Mississippi Valley State College
University of Mississippi
University of Southern Mississippi

MISSOURI
Central Missouri State College
Harris Teachers College
Lincoln University
Missouri Southern College
Missouri Western College
Northeast Missouri State College
Northwest Missouri State College
Southeast Missouri State College
Southwest Missouri State College
University of Missouri

MONTANA
Eastern Montana College
Montana College of Mineral Science & Technology
Montana State University
Northern Montana College
University of Montana
Western Montana College

51-567 O - 71 - pt. 2 - 23

NEBRASKA
Chadron State College
Kearney State College
Peru State College
University of Nebraska
Wayne State College

NEVADA
University of Nevada at Las Vegas
University of Nevada at Reno
University of Nevada System

NEW HAMPSHIRE
Keene State College
Plymouth State College
University of New Hampshire

NEW JERSEY
College of North Jersey
Glassboro State College
Jersey City State College
Montclair State College
Newark State College
Paterson State College
Richard Stockton State College
Rutgers, The State University of New Jersey

NEW MEXICO
Eastern New Mexico University
New Mexico State University
University of New Mexico
Western New Mexico University

NEW YORK
City University of New York
Cornell University
State University College at Brockport
State University College at Buffalo
State University College at Cortland
State University College at Geneseo
State University College at New Paltz
State University College at Old Westbury
State University College at Oneonta
State University College at Oswego
State University College at Plattsburgh
State University College at Potsdam
State University of New York
*State University of New York at Albany
State University of New York at Buffalo
State University of New York at Binghamton
State University of New York at Stony Brook

NORTH CAROLINA
Appalachian State University
East Carolina University
Elizabeth City State University
Fayetteville State College
North Carolina A & T State University
North Carolina Central University
North Carolina State University
Pembroke State University
University of North Carolina at Asheville
University of North Carolina
University of North Carolina at Chapel Hill
Western Carolina University
Winston-Salem State College

NORTH DAKOTA
Dickinson State College
Mayville State College
Minot State College
North Dakota State University
University of North Dakota
University of North Dakota Ellendale Center
Valley City State College

OHIO
Bowling Green State University
Central State University
The Cleveland State University
Kent State University
Miami University
Ohio State University
Ohio University
University of Akron
University of Toledo
Youngstown State University
Wright State University

OKLAHOMA
Central State College
East Central State College
Langston University
Northeastern State College
Northwestern State College
Oklahoma State University
Southeastern State College
University of Oklahoma

OREGON
Eastern Oregon College
Oregon State University
Oregon Technical Institute
Southern Oregon College
University of Oregon

PENNSYLVANIA
Bloomsburg State College
California State College
Cheyney State College
Clarion State College
East Stroudsburg State College
Edinboro State College
Indiana University of Pennsylvania
Kutztown State College
Lock Haven State College
Mansfield State College
Millersville State College
Pennsylvania State University
Shippensburg State College
Slippery Rock State College
West Chester State College

PUERTO RICO
University of Puerto Rico

RHODE ISLAND
Rhode Island College
University of Rhode Island

SOUTH CAROLINA
Clemson University
South Carolina State College
University of South Carolina

SOUTH DAKOTA
Black Hills State College
Dakota State College
Northern State College
South Dakota State University
Southern State College
University of South Dakota

TENNESSEE
Austin Peay State University
East Tennessee State University
Memphis State University
Middle Tennessee State University
Tennessee A & I State University
Tennessee Technological University
University of Tennessee

TEXAS
East Texas State University
Midwestern University
North Texas State University
Prairie View Agricultural & Mechanical College
Southwest Texas State College
Stephen F. Austin State University
Texas A & I University
Texas A & M University System
Texas Southern University
Texas Tech University
Texas Woman's University
University of Houston
University of Texas System
University of Texas at Austin
West Texas State University

UTAH
Southern Utah State College
Utah State University
University of Utah

VERMONT
Castleton State College
Johnson State College
Lyndon State College
University of Vermont

VIRGINIA
Clinch Valley College
George Mason College University of Virginia
Longwood College
Madison College
Mary Washington College
Norfolk State College
Radford College
University of Virginia
Virginia Commonwealth University
Virginia Polytechnic Institute
Virginia State College

VIRGIN ISLANDS
College of the Virgin Islands

WASHINGTON
Central Washington State College
Eastern Washington State College
The Evergreen State College
University of Washington
Washington State University
Western Washington State College

WEST VIRGINIA
Bluefield State College
Concord College
Fairmont State College
Marshall University
Shepherd College
West Liberty Institute of Technology
West Virginia University

WISCONSIN
Stout State University
University of Wisconsin
University of Wisconsin at Madison
Wisconsin State University at Eau Claire
Wisconsin State University at La Crosse
Wisconsin State University at Oshkosh
Wisconsin State University at Platteville
Wisconsin State University at River Falls
Wisconsin State University at Stevens Point
Wisconsin State University at Superior
Wisconsin State University at Whitewater

WYOMING
University of Wyoming

Italics are members of NASULGC

* Members of both Associations

A Note On "Federal Aid"

The term "Federal aid" is commonly used, and is used in this document, as a general term covering all the multiplicity of purposes for which Federal funds flow to institutions of higher education or those attending them. The reader should keep in mind, however, that the term "Federal aid" is inaccurate and misleading as applied to many of these programs. Where the Federal Government, in fulfillment of a clearly defined and asserted national responsibility, uses the services, facilities and personnel of colleges and universities to accomplish this purpose, the term "Federal aid" is not applicable. Indeed when the payment for this use is inadequate to cover its cost, as it frequently is, colleges and universities are supplying fiscal aid to the national government rather than the reverse. Colleges and universities have a responsibility for the national welfare which exceeds that of most other institutions in our society, and on which they are uniquely able to discharge. Willingness to give wholehearted cooperation in programs of national importance should not, however, obscure the fact that the flow of "aid," both in terms of accomplishment and in fiscal terms, is a two-way flow. Cooperation in the national interest is a better word for it.

Mr. HARRINGTON. We have about two-thirds of the advanced students in our association.

There are a great many bills before us, and certainly many of them are worthy of attention. On the other hand, time is late in this session, so there is a question as to what we can get. We of the Land-Grant Colleges feel that the best chances are for a comprehensive bill, and we feel that these committees working with our associations could bring forward such a bill and get it passed this time.

We are impressed by the work of this subcommittee in the past, all the way from the National Defense Education Act of 1958 on down through the Facilities Act of 1963, and the Higher Education Act of 1965, which the previous witnesses were talking about.

We feel that the big thing is to extend and continue the legislation that is on the books. Your bill, S. 3474, is exactly in that direction, and we don't believe that one ought to let these gains of the past go by. We do feel that legislation which is now on the statute books ought to be continued, legislation to develop minorities, facilities legislation, fellowship legislation, legislation to assist research and professional schools, particularly in the health fields, and the legislation which the previous witness talked about, the title I community service and continuing education legislation.

All of this is important, and if we let any of it go, we have done a great disservice to the work of the Congress, and I think to the work of higher education.

So our main plea is that the extension, whether by your S. 3474, in a larger bill, which would include this extension, that would give us time and, of course, you could later consider any of these other bills which move in new directions.

An example, for instance, is the President's proposal for an educational foundation, which you mentioned in connection with your questioning of the previous witness. The foundation bill obviously can't be passed at this time and the best thing would be to extend the legislation we have.

ADMINISTRATION PROPOSALS

Senator PELL. Excuse me. This is one of the basic decisions we have to make in the Congress. You may be right in your assessment of it, but I am still moving ahead to get a bill out this year. I hope we get a bill out this year, and if we do, we are faced with two alternatives. One is the administration proposal which we are seriously considering, because the administration is elected by the majority of the country, and it is their proposal. It is well presented by the minority members of this subcommittee.

On the other hand, if it doesn't seem right, it would not be reported. But do not discount it offhand.

I would like to know very specifically whether you support the national foundation of higher education approach or whether you prefer a straight extension of present bills, and this should be a matter of record.

Mr. HARRINGTON. I will be specific about it. The Foundation proposal is all right. We do feel it mixes the two things, innovation and the support of ongoing programs. The Educational Foundation as the President has proposed it puts both of those in together. It takes ongoing programs in with them. It puts everything under one umbrella.

We feel it would be much better to leave the ongoing programs with the Office of Education, for example, and to put the innovation in the Educational Foundation. In other words, have the Educational Foundation be the vehicle by which you start experiments and new programs, try things out, and in this fashion it can work very much like the National Science Foundation.

FUNDING PRIORITIES

On the other hand, ongoing programs which don't require the same kind of consideration through panels, and so on, can very well be handled in an ongoing fashion under the Department of Health, Education, and Welfare.

So while supporting the Foundation, we would say that the extension of existing legislation is more important, more immediate, and it ought to be separate from the Foundation.

Senator PELL. Now, if we have less money than we have spent in the past, and as you know, higher education according to the Carnegie Foundation is supposed to require a 50 percent increase over the next 10 years, but if we actually have less money with which to work, do you think we should both extend existing programs and start new ones?

Mr. HARRINGTON. Well, probably not if we have to operate in that situation. We would feel that the extension of existing programs has the priority here, and second would come innovation and the type of programs that are suggested not only in the President's Foundation legislation but in some of these other bills.

Senator PELL. I think everybody has the idea that it is going to be an "open sesame" situation when and if the war in Indo-China ends, that those funds will move into different priorities. But I don't think we should assume that is to be the case.

I think you will find that there are many other programs which seek this money, and I think we will find an euthusiasm to try to spend a little less money than we take in each year and try to get that debt down. Even for a liberal Democrat like myself, I must say that this thought of living within our income has a certain appeal.

Mr. HARRINGTON. Well, we are well aware of the difficulties that face the budget and are fully appreciative of the immediate difficulties and the long-range difficulties.

However, we do represent higher education and we represent public higher education which will have to absorb most of the additional student load. It is our contention that even in a period of tight money, it is importnat not to neglect the student who will either be educated now or not at all. This is so of middle-income students, but it is particularly so of low-income students.

If you don't provide them with the opportunity to be educated now by scholarships, by loans and by programs, which they need, they are lost forever. This is a disadvantage to the country in a long run, because they will not be producing the taxes in the later years which the country will need for support of further programs.

Senator PELL. I would like to address a couple of questions on a different subject to you in your role as the President of a highly respected and large State university.

Mr. HARRINGTON. May I first make the main point of my testimony and then we will come back to this.

We do want to extend existing programs, although we have no objection, certainly, to bringing in such things as the President's foundation.

We think that a comprehensive bill passed this session should not only extend existing programs but should at least do two other things: It should, beside extending the existing programs, provide a secondary market for student loans. We think this is important right now because obviously the bankers aren't going to lend as much money as will be needed unless a secondary market is supplied.

Thirdly, we feel that now is the time when some system of institutional aid must be provided. This is with us, representing the public institutions, the great bulk of the students, actually, in higher education, the important thing.

We, this year in our association, face the problem that almost 90,000 students are to be denied entrance into our institutions, qualified students, simply because of the lack of facilities, the lack of staff, the lack of money, to support these.

This is a larger number than last year when about 50,000 were in that category. So we feel that some system of institutional aid should be started, perhaps a small one, but one anyway, because we feel that otherwise we will not be able to do the job of educating these young people.

Now, that is the kind of bill that we think can be passed, the extension, the second market, and the beginning of institutional aid, even in this period of deep financial crisis.

S. 1969

Senator PELL. In that connection, are you familiar with my own bill which would provide for the difference between the income tax paid and $1,200 plus a $1,000 grant to the institution? What would be your attitude in regard to that?

Mr. HARRINGTON. That is certainly a move in the right direction. With reference to the specific terms of that bill, I don't think I can make a very adequate comment. But the bill does have the double value of assisting the low-income people. It is heavily weighted in that direction, as you subtract the income tax from the grant in that bill. And it has the second advantage, which is very important, of providing some money for the institution.

INSTITUTIONAL AID

Senator PELL. What, incidentally, would you consider a correct program of institutional aid? What are you thinking of in terms of figures, how much per student?

Mr. HARRINGTON. Some institutional programs are just for the first 2 years, junior college assistance, in junior colleges, and 4-year colleges. Senator Williams bill is of that sort, 1033, but we feel that assistance should be for all 4 years. A beginning would be certainly like $100 per student, but ultimately, after the war, we do feel that this figure will have to be increased.

Moreover, we represent large institutions which have complicated structures, and we feel some additional consideration has to be given either through institutional aid or in some other way, for the expense of graduate school and graduate instruction is much more extensive than undergraduate instruction.

Senator PELL. But you would have to differentiate between the aid to the graduate and the undergraduate levels, would you not?

Mr. HARRINGTON. Yes, you would have to use a formula, as the formula used in the Miller bill and Senator Harris' bill, which gives consideration to the number of graduate degrees.

You see some of the bills like the one that Mr. Quie and Dominick have provided $200 for every degree that is granted; that is, $200 for an undergraduate degree, by using a device for giving a larger sum for the graduate degree to take care of this.

COST OF EDUCATION

Senator PELL. What is the basic share in your university of the cost of the tuition paid in the freshman and sophomore years for the starting student?

Mr. HARRINGTON. We run it for all 4 years and we charge fees and tuition at the University of Wisconsin at 25 percent of what it costs to educate the in-State students. If the in-State student pays about $500, that is a quarter of what it costs to educate that student.

The out-of-State student pays the full cost. We have a very high out-of-State tuition at the University of Wisconsin which covers the full cost of educating, rather higher than it shoud be, in my opinion.

STUDENT UNREST

Senator PELL. What is your thinking with regard to student unrest and your experience at the University of Wisconsin?

Mr. HARRINGTON. Yes, we are one of the institutions that has had the most. We have had a great deal of unrest on our Madison campus, which has 35,000 students, and quite a bit less, but a good deal, on our Milwaukee campus, which has 25,000 students.

This student unrest has been going on for a long time, since 1967, and we have not always known exactly how to handle it. It falls into two classifications: the violence of a very few who want to disrupt either because they desire the revolution, or because they feel that they will get attention with strong action and will get concessions.

There are also a much larger number of students who feel that there are problems which ought to be attacked, and they are frustrated at the society. They feel that something must be done to solve the problems of society.

On occasion, this larger group will join the smaller group in protests. Normally, however, the larger group will demonstrate but will demonstrate in a proper and appropriate manner.

Of course, one must use force against violence and disruption, and we frequently have at Wisconsin. We have often called in the city police. We have on two occasions called in the National Guard.

Senator PELL. Is it the custom in Wisconsin that the National Guard carry ammunition in their guns?

Mr. HARRINGTON. Well, of course, it is their decision, but it has not been their custom. They have worked very closely with us when they come in. They come in appropriate numbers so they will not be overwhelmed by student mobs, and they are handled in such a fashion working closely with us so that they work to hold down violence rather than to escalate it.

It is not in criticism of what is going on in other States, but I would say in reference to Wisconsin, we are a little different than other States in that until recently our State police could not come on campus. We had to rely on the city police, and then the National Guard, because the State police until this last year did not have authority to arrest for anything except traffic violations.

This is because of our history and the feeling that the State troopers might be used in labor disturbances. Now they are so authorized to be used on campus but have not been trained for this.

We feel that the use of police and the National Guard may be unfortunate, but it is certainly necessary when you have violence, violence of a few, and you must handle that.

But, of course, at the same time you have to be careful to give due process to persons arrested, and the hue and cry of throwing them all out is unrealistic in a period when the courts will properly protect the rights of the individual.

Senator PELL. You have had no deaths on your campuses?

Mr. HARRINGTON. No, we have not, and we have not had serious injuries. This is rather astonishing in view of the fact that stones are thrown and so on. Also, in view of the fact that at the University of Wisconsin we have kept school going. We have had strikes, but they have not been successful. We had a teaching assistant strike, and we had a strike over Cambodia, but in all of these cases we have kept the institution going, not because we feel the causes involved are wrong, but simply because we feel that education has a high purpose and that one should not neglect the continuing of the education of the young people because of the crises that arise in the land.

RESTRICTIVE LEGISLATION

Senator PELL. Do you think the present Federal provisions concerning student unrest are adequate or need strengthening, what would be your view on that?

Mr. HARRINGTON. We would not feel it necessary for the Federal Government to move into the campus picture. We think this is essentially a question of State and local concern. It is true that the localities and the States have not always handled this perfectly, but it is to be remembered that this is new and that most policemen did not have any riot training until 1967 or 1968, certainly not with reference to campus disturbances. The State police and National Guard units didn't. They are now getting this, and where adequate troops are available in the State and in the cities, they can handle things.

Let me give you the illustration of our two campuses. In Milwaukee we are in a metropolis and there is a large police force available. So if real trouble occurs—and it does occur on occasion—we can bring in a very large group of police. We can bring in a thousand police in an hour.

Well, that is fine. But our larger campus, our campus in Madison, is in a small city, and you simply don't have enough police there. So you may have to call on outside assistance. This is the case in Ithaca, for example, where Cornell University can't call on any significant university police force, because there isn't any there. And that is the problem.

Senator PELL. But you would not welcome any tightening of the Federal penalties for unrest on campus?

Mr. HARRINGTON. We do not feel this is necessary at this time.

Senator PELL. I would agree with you.

As you probably know, one of the political factors in thinking of bringing a bill up at this time, is the concern that there could be some heavy penalties attached to the bill. These would apply against both the institution and the student; we think such would be unwise, but that is a concern as we consider whether to bring up a bill this year or next year.

Frankly, I don't think it makes any difference what year it comes up. There are those in the education field that think it is dangerous. Do you have any viewpoints on this?

Mr. HARRINGTON. I can't guess at the probability or possibility of things happening on the floor of either the House or Senate, but are very appreciative of the work of those Congressmen, Senators, and Representatives who have resisted this effort to put in extreme penalties. We know the pressure which you get from your constituents. We know it is very substantial. We understand this.

It is partly because violence is news, and when violence occurs, even if it occurs only 2 days a year, it is spread across the newspapers, and we have not yet managed to explain to the people of the country that our work goes on and it goes on very well in spite of occasional diffi-difficulties.

Now, we are fully appreciative of the damage that is done when some of these violent students and nonstudents go up and down the streets and break windows. This is, of course, deplorable, but we could not see that heavy Federal penalties, certainly penalties against the university, are desirable. Because penalties against the university such as the withdrawal of Federal aid if there is rioting on a particular campus will damage the great majority of the recipients of that aid, persons who are not only innocent but are trying to resist the use of force on the part of the student body.

Senator PELL. Do you have any view on whether there is a Communist conspiracy involved in the student unrest that has occurred at your university?

Mr. HARRINGTON. We don't see persuasive evidence of an effective national Communist conspiracy. Obviously, Communists or various persuasions who will look to Russia and will look to Cuba or China are involved in these disturbances, certainly so, and they are in touch with each other from campus to campus. However, they are not in control of the student unrest or the disruptions. A good many of the most violent young people are not in the Communist group, but might well be described as representing an anarchism sort of approach rather than a Communist one.

It is unwise to feel that there is any single group. If we notice the extreme left in our university and similar universities, we feel it is rather complicated, and as a result, it is somewhat ineffective, divided, divided against itself.

There are all sorts of groups in this left running all the way over to the Communists to many non-Communist groups.

Senator PELL. I think your statements show great wisdom and suggest the level-headedness which I hope we in the Congress will also possess when we consider this legislation.

Mr. HARRINGTON. Thank you, sir. May I say, although there has been a great deal of excitement in the Congress and in State legisla-

tures, in neither has any legislation been passed so far that is heavily damaging to us on the campuses.

It is quite striking in the State legislatures when one notices the hundreds of bills that are introduced all over the country that would do great damage to our institutions, but in actual fact, before passage these bills are straightened out and some of them are quite helpful because some of the bills in State legislatures have helped us during the riots.

For example, in my State and many others it is now possible to close our campuses in times of emergencies so that none but students and professors and other authorized individuals can come on campus. This is helpful, such as that additional legislation that will enable us now to use our State police.

PRINCETON PLAN

Senator PELL. What is your reaction to the so-called Princeton plan which would let students off a couple of weeks before an election. Part and parcel of such a plan would be the requirement that they give up Thanksgiving and Christmas vacation and come in earlier, all this to fulfill the scholastic requirements.

Mr. HARRINGTON. There is a great public misunderstanding of this. The general views seem to be that this calls for canceling classes and giving up some of the work of the fall semester so the student can go and indulge in political activities.

This calls for making up the work. Where institutions feel it is desirable, it is certainly all right for them to go forward. We are not going to do it that way in the public institutions, but the private institutions may choose to do that.

Now, there are certain difficulties in the way, and there are some suggestions that the tax exemption institutions may be imperiled if they move actively into a political situation. Of course, the institution is not taking a stand here, but it is releasing the young people so they can be politically active.

We in the institutions want our people to be politically active. We are quite unhappy when they are apathetic and indifferent as they were in the 1950's. The Joe McCarthy influence was certainly an influence to silence young people, and we are still concerned with the possibility of repression.

We don't think the revolution is coming as some of the extreme leftists say, but we are concerned with the possibility of severe repression. So we do want our people to be active politically.

However, we don't want to press this loan business too far because we feel that students borrow too much if loans are easily available. Let me try it a little differently.

However, putting a very high rating on the value of education, we don't feel we should interrupt the existing calendar. The bulk of the young people want to continue. Remember, institutions like ours are very often heavily graduate institutions where the young people spend the whole 12 months, and not just the time when classes are held, on their graduate work. It is not our plan, therefore, to call off classes in that fashion.

But, of course, young people can still do a great deal politically, particularly in the State university where most of them attend a university in their own State. They can do work on the weekend and, of course,

labor and business people don't have 2 weeks off before the election and we think the young people can be active without putting the Princeton plan into effect.

This is, however, not a statement in opposition to the Princeton plan, for some institutions may find this the proper way to go forward.

Senator PELL. But in your own university, without any comment on the advisability or nonadvisability, you will not have this type of program.

Mr. HARRINGTON. We do not plan to have it, and we have made a survey of our institutions in this National Association of State Universities and Land-Grant Colleges and overwhelmingly our institutions are not planning to do it.

We have had some faculty resolutions in favor of it. In fact, a few of ours may, but very few.

Senator PELL. What would be the percentage?

Mr. HARRINGTON. As of now, we don't know of any that plan to do it. There are some that are still discussing it.

Senator PELL. I see the problems. Personally, I like the idea. I think the public should be aware of the fact that, as you pointed out, classes are not being canceled; it is simply a change in scheduling.

Mr. HARRINGTON. The point of classes being canceled is very important in the public institutions. If we had a period when classes were canceled in public institutions, our professors wouldn't be paid. In a period of strike we would not pay them, and we did not pay some who did strike this last year.

Senator PELL. If it is simply a change in scheduling, then there is no difference at all.

Mr. HARRINGTON. I suppose it would be quite difficult to put this into effect this fall because the calendar is pretty much set, and it is hard to change it. Probably over a longer period of time there are some possibilities here. Certainly, we are all moving forward in recognition of the fact that the students are going to participate more actively in public affairs.

In Madison, Wis., where our main campus is located, two students have been elected to the city council—three this year.

Senator PELL. I share your hope that they will be politically active. I hope students will be more concerned.

Mr. HARRINGTON. I agree with you, Senator, that it is possible for young people to become enthusiastic and then to recede when they find they don't have instant success, and when they leave the university, to drop out altogether.

We had quite an unfortunate example of that this spring. Our students became quite interested in matters of environment, and I speak of all students all over the country. But when the Cambodian matter came into view, they generally dropped the environment question. Of course, some will go back to it, but when the Cambodian question came up, they said there is nothing to that; it is a red herring; that is something to draw attention away from the fundamental question of the war.

We do feel that anyone who is counseling students, and the Congressmen do it as well as we, should counsel them to stick with it and to remember that you don't accomplish everything in a hurry. It is like the matter of title I of the Higher Education Act of 1965, which you were asking the previous witness about and what problems were solved.

Well, of course, it does take quite awhile to solve them, although I do think they can come up with some problems they have made progress on.

Senator PELL. It is certainly an improvement over when I was in college. I remember we had a student body of 2,000 and could only find nine people to pose for the Democratic Coalition picture.

Mr. HARRINGTON. To get lots of students on the left and right now into the middle is a little harder, but I think we are making a great deal of progress.

GUARANTEED LOAN PROGRAM

Senator PELL. Statements have been received which indicate that there may be a problem concerning the guaranteed loan program for the fall semester because of the lack of funds in the local banks. Do you have any indications which would bear out this alleged lack of liquidity?

Mr. HARRINGTON. Well, I think there are some difficulties, and I think they tend to be a little longer run than is here suggested. In my State we have a substantial State loan program which takes the edge off the problem that some of the other States have.

We do feel bankers are relucant to take on a lot of these long loans, 20 years or whatever, and that this reluctance can partly be overcome by a secondary market which would enable them to get rid of that paper.

We don't feel that all the emphasis should be put on loans because we do feel that many people can't afford to borrow, lower income people, for example. They don't come out of a pattern of borrowing, and they can't very well afford to do this.

But, yes, there is a problem of banks being willing to do it, having enough money to do it, even this fall in some States.

ADMINISTRATION PROPOSAL

Senator PELL. You agree with the basic administration approach that every young man, no matter what his economic circumstances, should be able to borrow enough for his education, but, conversely, that there will be an end to the grants?

Mr. HARRINGTON. No; the association which I represent and I feel strongly that it is not proper to put the full cost of education on the student. If one does that, you are simply not going to give lower income people the opportunity which they deserve, and these lower income people, who are a great potential resource for the country, simply won't go on to higher education.

It is wrong in theory to expect the student to pay the full cost of his education, and it is wrong practically, in fact. It is wrong in theory because the theory of making the student pay the whole cost is that it is entirely for the benefit of the individual, whereas we all know educaion, public and private, is really for the benefit of the society, for the benefit of the culture and for the benefit of the Government.

Therefore, we must not load the student with the full cost, and even if we load him with a loan cost which we will partly later forgive or take care of through his income tax or something of that sort, we are still putting the student so heavily in debt that he will think twice about going on to college or persist in college study. This is especially so in reference to young women.

A young woman who accumulates a substantial debt during her college experience is not really the best candidate for marriage where the young man must then absorb his debt as well as hers.

We are against putting the entire load on the student, and we feel that grants are exceedingly important and are necessary and are in the national interest.

Sentor PELL. Thank you very much. I have enjoyed your testimony. It is clear and specific.

I would like to invite the comment of Dr. Huitt, an old friend of this subcommittee, if he has any other ideas with regard to this legislation, as he is very familiar with the origin of the existing legislation.

Mr. HARRINGTON. I might say that Professor Huitt has Wisconsin connections, too, and he had been a distinguished professor of political science before he went to the Johnson administration as the Assistant Secretary of Health, Education, and Welfare, and now he represents all of public education.

Mr. HUITT. Mr. Chairman, I am very glad to be back with this subcommittee this morning. I think I was particularly pleased to hear you say that you would like to have the bill this year. I share that feeling.

I think that it would be possible for association people, and the staff and the members of the committee, to get together on a bill which is not controversial and bipartisan which would continue these programs and which would make it possible for us to be sure that we have the authorizations next year and the year after that, and so on, on the appropriations.

Senator PELL. Excuse me. The difficulty there is that the administration—and unfortunately it becomes a little partisan—as I understand it, does not want these bills automatically extended but wants its new approach passed. So I think there is a certain conflict there.

Mr. HUITT. I believe, though, that there are members of both parties on the committees in both Houses who could get together on the simple comprehensive bill.

I think that, having talked with many of them and from having worked with some of the other association people, there is a relatively noncontroversial comprehensive bill that we could get through this year.

I share your feeling that this year is always better than next year. We don't know what Congress will be like next year or what the mood of the country will be next year.

I think we ought to take on the job this year. I believe we will have problems with restrictive amendments. I think if we have no bill at all, there will be people who will propose punitive measures independently of any higher education bill.

We have to face that, and it would seem to me that this year is a good time to get on with the job.

I should like to give my full services to the working out of that kind of bill.

Mr. HARRINGTON. May I interpose a comment with reference to the possible conflict between the White House and the Congress in this matter.

In April, eight of us university presidents—four being members of this association and four being presidents of private institutions,

Harvard and so on—had a substantial meeting with the President on this exact point of education legislation.

This meeting didn't get the attention that our later meeting on student unrest did, but it was a highly significant meeting.

We called to the President's attention the point that his Foundation had many merits and that we are prepared to support it in principle; but that, on the other hand, there was a very real possibility that before the Foundation could be set up, since it needed work, some of the existing programs might fall out and be dropped.

We called particular attention to the graduate fellowships, since we are all representatives of graduate schools, to international programs and the like.

The President was highly sympathetic and indicated he did not want grants, and he did not feel that these programs should die out prior to the adoption of the other legislation.

Senator PELL. Did you in that—I don't want you to breach any confidences, and you wouldn't—but did you get the feeling in that meeting that the administration was moving for legislation this year or next year?

Mr. HARRINGTON. Well, I am sure the President would be pleased if the legislation we proposed to take over these programs would be adopted. But he certainly did feel in the process whatever happened it would be unfortunate if the programs died out.

Obviously, the White House recognizes that it may take some time to get through the Foundation legislation.

Senator PELL. I have a very open mind on this. As chairman of the subcommittee, I would like to move ahead in this area this year, but, usually to move ahead with legislation, it takes more than one or two enthusiastic members of a subcommittee. It requires a certain consensus that we should move, and I don't feel that general consensus generated as I would like to see it at this time.

Mr. HARRINGTON. At the same time, all of the existing programs are supported one way or another by the Members of Congress since they are all products of Congress, and to have those fade out would be a source of concern to a great many Members of Congress.

Mr. HUITT. Let me say that, if we do not get a bill this year, I believe that the extended hearings which your subcommittee is having and which the subcommittee in the House is having will get many of these issues settled, and we can reach a consensus. We would be in much better shape earlier next year to move a bill.

So we are very grateful for these continued hearings, and the fact that all of these bills are on the table for consideration. I think among them they must include most of the ideas that anybody has about what higher education should have done for it.

Senator PELL. I am glad you like these hearings. I think sometimes they are esoteric hearings, but I think the end result is that the pieces fall into place, and the best approach is what I am searching for.

This winds up this particular esoteric hearing, and I thank you for being here. I admire the work of the State universities; indeed, we have a good one in my own State. I am glad you came here today.

We will recess until Friday at the same time.

(Whereupon, at 11:25 a.m., the subcommittee recessed, to reconvene at 10 a.m., Friday, June 19, 1970.)

HIGHER EDUCATION AMENDMENTS OF 1970

FRIDAY, JUNE 19, 1970

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

The subcommittee met at 10 a.m., pursuant to recess, in room 4232, New Senate Office Building, Senator Claiborne Pell (chairman of the subcommittee) presiding.

Present: Senators Pell (presiding) and Dominick.

Committee staff present: Stephen J. Wexler, counsel; Richard D. Smith, associate counsel; and Roy H. Williamson, minority professional staff member.

Senator PELL. The Subcommittee on Education will come to order.

Our first witness is Dr. George Owens, the president of Tougaloo College, Tougaloo, Miss., who has worked very closely with Brown University in my own State of Rhode Island.

Dr. Owens, would you introduce your colleagues?

Dr. OWENS. Actually, Senator, Dr. Long, who is president of Talladega College, is our leader.

STATEMENT OF DR. HERMAN LONG, PRESIDENT, TALLADEGA COLLEGE, TALLADEGA, ALA., AND VICE PRESIDENT, NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION; ACCOMPANIED BY DR. GEORGE A. OWENS, PRESIDENT, TOUGALOO COLLEGE, TOUGALOO, MISS.; DR. BROADUS N. BUTLER, PRESIDENT, DILLARD UNIVERSITY, NEW ORLEANS, LA.; AND DR. ELIAS BLAKE, PRESIDENT, INSTITUTE FOR SERVICES TO EDUCATION, WASHINGTON, D.C.

Dr. LONG. All of us are members and officers of the National Association for Equal Opportunity in Higher Education, of which I am the vice president, and we had thought that we would make a presentation that would represent various aspects of our interests in higher education but that the three of us might make these presentations if you would allow us to proceed together.

Senator PELL. Certainly. Would you introduce your colleagues?

Dr. LONG. The first gentleman is President George Owens of Tougaloo College in Tougaloo, Miss. On his left is President Broadus N. Butler of Dillard University in New Orleans, La. And on my right is Dr. Elias Blake, who comes as an expert witness and president of the Institute for Services to Education here in Washington, D.C.

I am Herman Long, vice president of the National Association for Higher Education, and also president of the United Negro College

Fund, which I do not represent here specifically, and president of Talladega College, which is located in Talladega, Ala.

I speak to you today as representative of the National Association for Equal Opportunity in Higher Education, an organization which was created within the past year for the purpose of speaking as a single voice in behalf of the historically Negro private and public institutions of higher learning.

It is of singular importance to the national interest that these institutions are currently serving the largest number of black young people who are enrolled in college degree programs in the Nation. There are some 111 institutions in this category—68 private and 43 public. And although they are largely located in Southern and border States, some 40 percent of their students come from the North and the West. They are, therefore, national in the scope of their educational service. And, in ways which I hope to indicate later, they bear an especially unique and profoundly strategic interest to the national and public welfare.

By that token, my colleagues and I claim that these institutions should rightfully be considered by Congress, the President, and all major policymaking agencies for higher education at the national level, as an essential national resource.

Most of these institutions were created during the period following emancipation, and for a period of more than a hundred years, they have carried the brunt of national responsibility for the higher education of black young people.

In discharging this important role, relatively isolated from the higher education community and widely neglected in quarters of Federal and private financial support, they have nevertheless contributed a quality of strength and stability to the life of the Nation which can hardly be assessed. For both the past and the present, we believe that the Nation remains deeply in their debt.

In the major pieces of educational legislation enacted by the Congress during the past 5 or more years, and in the pronouncements of the President of the United States, there is explicitly commitment to a national goal of equal opportunity in education. It is to this fundamental policy that our concerns are addressed.

Despite the important gains which have been made in recent years, the achievement of the national purpose in this regard remains tragically short. We come to these considerations at a time of serious crisis in the life of the Nation. A prominent element in that crisis is the old and continuing lack of opportunity for Negro and other minority segments of the population, living in a Nation of great wealth, unable to find access to education and career fulfillment in the degree so widely enjoyed by others.

Indeed, we believe that if special effort is not now made to address this need with bold forward steps, as Congress presently has the opportunity to do in considering legislation which will set the fundamental direction and means of national attack, the goal of equal opportunity will recede even more within the next 5 years. This is a period crucial to the expectations of young people who are black and to the hopes of the poor of all skin colors and nationality backgrounds.

We speak, therefore, to the special implications of the crisis in national life involving the group of institutions of higher learning which

occupy a pivotal role in providing paths of access into the American opportunity system for the Nation's Negro citizens.

ENTRY TO HIGHER EDUCATION

For the major part of the past 100 years in American life, almost all Negroes who received a college education found that opportunity in the historic black institutions. Today, better than half of the Negro young people in college are being served by these institutions. As of the fall of 1968, reports indicate that there were around 300,000 Negro young people enrolled in college degree programs, in the Nation as a whole and some 160,000 of these were enrolled in the predominantly black colleges and universities. But since the purpose of higher education is to provide career and employment preparation, graduation from college is an even more significant indication of access to opportunity.

In this regard, according to figures provided by the Institute for Services to Education, the contribution of the historic Negro Institutions is even more significant. The 1968 data show that these institutions produced 80 percent of all black youth who received a baccalaureate degree in 1968—17,242 of 21,700 degrees. If postgraduate programs are added to the picture, including master of arts and first professional degrees in medicine, law, pharmacy, dentistry, and architecture, the black institutions produced for the same year seven out of every 10 Negro graduates.

Beyond carrying the major role in enrolling and graduating Negro young people, it should be emphasized further that these institutions are able, through these services, to contribute to the manpower and leadership resources of the Nation in a measure that is incalculable.

Assuming a round figure of some 20,000 graduates for the most recent academic year who will earn an average of about $7,000 upon entry of their first jobs, approximately $140 million will be added to the Nation's productive wealth and its economy.

And when it is considered that these students represented families with an average income of only $3,900 and that two out of three earned less than $5,200, the contribution of these colleges to the Nation's welfare assumes major and strategic proportions.

In other words, during a period of 4 years, these institutions are able to almost double the productive income of a large segment of youth who come from the poorest and most disadvantaged levels of the Nation's citizenry. Indeed, the solution to the elimination of problems of poverty and dependency, perpetuated with successive generations of families, basically lies within the processes of education and training though certainly not exclusively.

It is important to add to this picture a brief word about the contribution of these institutions to leadership resources of the Nation, for their graduates, in addition to serving in significant ways to the strengthening of the Negro community, also provide a leadership which transcends racial lines and enriches the common life.

According to information from the Institute for Services to Education, at least three-fourths of the 5,594 black officers now on active duty in the armed services of the United States are graduates of Negro colleges and universities, and among a sample of 80 Federal

officials serving at GS–14 to Cabinet level, 64 percent came from the historic Negro institutions.

In this category are such distinguished servants to all of the people of the country as Robert J. Brown, Special Assistant to the President; James Farmer, Assistant Secretary of the Department of Health, Education, and Welfare; Elizabeth Koontz, Director of the Women's Bureau of the Department of Labor; Samuel Adams, Director in the African Division of the State Department, and Thurgood Marshall, Justice of the U.S. Supreme Court, among others.

Further, in the Congress of the United States, three of the nine black Representatives of the House either attended or graduated from Negro colleges. And in the legislative bodies of the States, 64 percent of the representatives with college-level background attended Negro colleges, and this includes legislatures in the States of Connecticut, Wisconsin, New Jersey, Kansas, Illinois, and Michigan.

Moreover, in the southern part of the country, the men and women who have risen to places of broad public service in the realm of political life come almost entirely from the historic Negro institutions of higher learning.

And when one looks at the level of the professions, the record is equally noteworthy. Three-fourths of all black scholars who have earned the highest possible academic degree, the Ph. D., received their undergraduate education in the Negro colleges, and 80 percent of the black physicians and dentists were produced by these institutions.

Even though entry by young black men and women to medical education has broadened in recent years, two institutions—Meharry in Nashville, Tenn., and Howard University in Washington, D.C.—still account for 68 percent of black young people currently being trained.

THE UNFINISHED TASK

These comments indicate the important nature and scope of service which these institutions have been able to render. Their role will undoubtedly be of essential importance in the near and longer distant future and especially if the Nation is to undertake the urgent task of equalizing educational opportunity for those who are poor and black.

The basic formula boils down to a rather clear imperative: If the Nation's youth from black, poor, and other minority segments of its citizens are to have equality of opportunity in higher education, they must receive access to our colleges and universities at the same rates as their more fortunate age-group peers who are white and more economically affluent.

The gap in access is tragically wide, and every possible effort must be made at national levels to close this gap in the immediate future.

While there were about 300,000 black young men and women in college degree programs in 1968, if they were in college in the Negro proportion to total population, some 811,000 of them would presently be in higher educational institutions. On the basis of age group, where between 48 and 50 percent of white youth are in college and Negroes are only half the white proportion, the present number of Negro youth in college would be 600,000 if the rates were equalized. Whatever base of comparison is used however, the present opportunity deficit in higher education for Negro youth is measured by some one-half million in one instance and 300,000 in another.

And looking ahead just a few years to the year 1975, the task confronting the Nation will be substantially greater. At that time, based upon population percentage, there should be 1.3 million Negro youth in college instead of the present 300,000. Thus, if higher educational opportunity is to be equalized, access rates for black and poor youngsters need to be accelerated by three or four times.

By 1975, some 319,000 black college freshmen should be entering high education, and this number is greater than the total number of Negro youth presently in all institutions of the Nation and double the number in black colleges and universities.

Places must be found for them in both white and black institutions, and, given the historic role of the Negro colleges and their base within the Negro community, the support needs from Federal and other resources will be inestimably greater for the black institutions if they are to be aided in carrying even their present share of the load.

Anything which delays substantial increase in access to higher education for the Nation's poor and black youth in the years just ahead will prolong inequities in the society for another four decades beyond the 1970's. We cannot allow this to happen, in the Nation's own best interest or, indeed, for the sake of humanity.

A Few General Proposals: What I should like to impress upon the members of the committee on education and indeed the Senate at large is: The historic Negro colleges have been, are, and will remain in the foreseeable future the major force in the Nation for the integration of black people into all levels of American life and the strategic and immediate instrument for providing equal access to higher education for young people who are black and poor.

My colleagues and I, therefore, urge upon you the adoption of policies and educational measures which take this factor into prominent account in establishing appropriate priorities within the proposed legislation. By and large, we believe that present formulations, both in the House and Senate, are inadequate in this regard.

In broad outline, we propose that Congress enact legislation which would make available three basic resources for the higher education of the Nation's Negro and minority group youth and for the institutions which presently carry the major brunt of responsibility for their education:

(1) The provision of increased funds for student aid beyond the present levels of funds and in excess of the proposed maximum of $1,400 in the formula for Federal support to students of families of $3,000 and below. This level is too low, largely because it is based upon a junior college rather than a 4-year-college model. At the same time, it is lower than the present maximums at which poor college students can be aided. In addition, the proposed legislation should clearly eliminate matching-fund requirements for institutions which carry significant proportions—20 percent or better—of students from low-income families.

(2) The establishment of a Federal program of general institutional grants to all institutions, based upon the proportion of students which come from low-income families. This can be considered a cost-of-education allowance which takes into account the disproportionate burden borne by institutions which carry large segments of students whose families either cannot provide any means of contribut-

ing to the payment of college expenses or can offer only nominal amounts of about $300 or $400.

(3) The continuation and extension to title III of the Higher Education Act of 1965. This important resource has provided the largest single supply of Federal funds directly available to the black institutions for program purposes. We earnestly suggest an increase in title III funds in fiscal year 1971 up to the $91 million level included in the original legislation.

Further, we urge that funds be earmarked for developing institutions which are now producing significant proportions of graduates from low-income families—namely, those whose income place them in the lowest quartile of the national income distribution.

A final suggestion concerns educational facilities and equipment support to these institutions. The McGrath report in 1965 on the predominantly Negro institutions indicated that although the colleges during the period between 1949 and 1962 were replacing their facilities, in terms of per student cost, at a rate about equal to the national average, they had to expend funds in excess of the national average for the maintenance and operation of their facilities.

This unquestionably reflected the need to renovate older or poorly constructed buildings. It is obvious, therefore, in view of the load of responsibility carried by these institutions, that some relief is urgently needed.

What we suggest is essentially a formula which will make funds available through the Higher Education Facilities Act, as well as those under title VI which involve equipment, more directly accessible to these institutions. We propose that if in any State a disproportionate number of low-income youth are to be found in a given college compared with the percentage normally enrolled either nationally or regionally, that institution would be made eligible for direct Federal funding of facilities proposals over and above State-by-State allotments.

That is the essential broad position and plea which we make to you and your committee, and my colleagues will have specifics which they would like to introduce.

Senator PELL. I congratulate you on a strong and explicit statement. I think we would like to hear from whomever you wish to speak next.

Dr. LONG. President Owens.

Dr. OWENS. Mr. Chairman, my name is George A. Owens. I am president of Tougaloo College, a private, predominantly black college in Tougaloo, Miss., which is 3 miles from Jackson, Miss.

We held our centennial commencement at Tougaloo the weekend following the tragic deaths at Jackson State College. In that context of shock and crisis, we are now even more aware of the need for Tougaloo College as an oasis of freedom and interracial cooperation and academic excellence.

I wish to thank you for this opportunity to discuss the needs of our colleges. All institutions must fulfill their responsibilities to disadvantaged students, but I firmly believe it is the Tougaloos of this country which serve the students with the most improverished educational backgrounds, the most serious cultural alienation, the greatest anger, and the greatest promise.

The predominantly black colleges still today graduate 80 percent of our Negro students. They are essential not only to Negro Americans but to America itself if this Nation is to meet its greatest domestic challenge and fulfill its most treasured promise to be a nation, one people out of many—black, white, red, and yellow men—proud of their colors and heritage, yet one people living at peace with all peoples.

My remarks will focus on my own experience to try to illustrate the task and the troubles of our schools and, indeed, the challenges that our colleges and schools face at these times. As I have said, Tougaloo is a small college with a student body of 700. Eighty-five percent of our students are from Mississippi. Eighty percent of our students come from families with annual incomes under $6,000. Fifty percent from families with incomes under $4,000.

Our total charges for tuition, room, and board are $1,600 per year. On the average, Tougaloo College must secure from public and private sources 85 percent on a dollar in scholarship and loan funds for each student we admit.

Like many of our colleges, Tougaloo has changed immensely in the past 5 years. In 1965, our graduates really had only one vocational option at a professional level, and that was teaching in the segregated school system of Mississippi. In 1970, a third of our graduates are going to graduate and professional schools all over the country and almost 40 percent into jobs in government, business, and industry. Some still are going on to key positions in teaching and in social work. Among our graduates was a Woodrow Wilson designate, a Danforth fellow, a Ford Foundation fellow, and an American Association of Political Science fellow.

We are proud of this record. We are dealing with talented young people who can overcome educational handicaps and move into the society in a diversity of significant roles. This is the test of our worth and success—not the weaknesses of the students on entrance, as judged by traditional standards; not the occasional outburst and frustration; but our ability to bring our students to new levels of self-confidence and to equip them for greater usefulness in the community at large.

And despite increasing efforts and success on the part of predominantly white colleges and universities to recruit larger numbers of black students, it is still the case today—and will be in the foreseeable future—that the predominantly black schools are educating over 50 percent of all Negro college students.

Whatever the percentage, I believe very strongly, especially in the current situation where black young men and women struggle to find a sense of identity, that these young people need to have available the option of attending an institution that is in a special sense their own—and is attempting to meet their particular needs.

There is nothing peculiar about our budget problems in financing Tougaloo College or other black colleges. We, like all private institutions, are in grave difficulty financially. Two things strike me as special about our situation. The first I have already mentioned—the income level of the students with whom we work and the consequent heavy need for scholarship funds first supplemented to a degree by loan funds.

In 1969–70, a great amount of moneys received by the colleges in student tuition and fees came from equal opportunity grants, work study, Government loans, and the college's own limited resources as well as from private foundations and individuals.

A second special factor for Tougaloo—which may also be general for all private black colleges—is the percent of budget which must come from private gifts and grants. According to figures from the Developing Institutions Branch of USOE in 1968, Tougaloo College raised from private gifts and grants 39 percent of its total budget, whereas the average for all title III institutions was 11 percent. In the same year, 12 percent of our income came from Government sources as opposed to an average for the title III institutions of 5 percent.

I note these figures only to indicate the dimensions of our fund-raising efforts for the kind of students we serve and our unusual dependence on private sources.

Let me note briefly that I have recently read Senate bill, S. 1969, introduced by Senator Pell, our distinguished chairman. I have not, however, studied the bill. The passage of legislation like this would go a long way toward meeting the needs of our students and the operational budget of our college.

Let me now come to the role of institutional grants. Tougaloo College, in cooperative program with Brown University, has been involved in the program to strengthen developing institutions under title III of the Higher Education Act of 1965 since its beginning. In fact, it was that cooperative effort which served as a model for the title III program.

Without that aid, I am not sure we could have survived, and I am most pleased that that program would continue under the Higher Education Act S. 3636 now before the Congress. I would only hope that the original funding level of that program could be implemented, the $55 million instead of the lower figure finally implemented and that this amount be increased. Our endowment is so small—$300,000—as to be insignificant in relation to current funding.

Title III has acted as a catalyst in the case of many small, developing institutions of higher learning throughout the country; the thrust of the programs sponsored has understandly been innovating and additive. Moreover, there is no doubt in my mind that the effects of these thrusts on the institutions involved have been overwhelmingly beneficial to students in the forms of new programs, curricula changes, services, and facilities.

These facilities, at the same time, in view of the rapidly rising costs, have resulted in increasingly serious threats to the financial viability of many of the institutions that have participated in the program.

To be sure, one of the primary aims of title III was to give access to the mainstream of higher education in smaller schools which for financial and other reasons—for example, race—were struggling and relatively isolated. And, in many instances, these institutions have made productive contacts with private foundations and educational agencies outside the Federal Government that have served as new sources of financial support.

Nevertheless, the pressures for development sparked by title III and furthered by the increasing demands resulting from larger enrollments have resulted in a serious disproportion in regard to costs versus

income. Further, in the absence of new sources of Federal support, this disproportion will increase rather than decrease.

During the past year, the plight of the small, privately endowed colleges has become increasingly evident. On the one hand, enrollment pressures and increased variety of career options have forced these institutions to expand their facilities and faculties.

These institutions have risen to these challenges by expanding their facilities and faculties, but they increasingly find that despite Government aid for development and tuition increases that threaten to drive all but the affluent students away, the gap between income and expenditures not only fails to close but widens.

To be sure, Federal funds are necessary for faculty development, dormitories, classroom space, and so forth. But the crisis of which I speak involves operating expenses, the daily cost of doing business. Unlike the State institutions of higher education, the private college does not have ready access to sources of funding that are both focused and flexible, able to make yearly adjustments to the rapidly changing cost picture.

In a sense, thanks to title III, we have begun significant new development. But in so doing, our operating budgets have grown phenomenally. Tougaloo's enrollment increased 40 percent in 3 years, 1965–68. I suppose this is what development is about. It has changed our colleges from institutions "kept going" to institutions "going places." Thanks to title III. Now the challenge is monumental.

I believe that we now need a second step in institutional grants to developing institutions. In addition to title III with its emphasis on innovation, we need a program to help us consolidate the gains we have made and we need a program on grants which will increase their time span of support.

Title III has invited curriculum development, faculty support, special services development, administrative improvement. Some of these areas are now covered by the new program of "Special Services to Disadvantaged Students." Obviously we want to continue experimentation in curriculum, open opportunities for faculty improvement, and increased exchange of students.

But in order to continue our growth and secure our gains, we need institutional grants which will help in continuous curricula innovations, improve faculty salaries, expand enrollment, and improve services. For these purposes, institutional grants are more advantageous than grants to individuals or specialized program grants. The institutional grant recognizes that academic development is of a piece. You cannot develop one area—for example, faculty, curriculum, library, student services—without involving all the others. Title III has recognized this.

All I am suggesting is that institutions which have begun to develop now need additional grants to undergird what have become "ongoing programs."

Another thing, institutional grants "say something" special to the black colleges which badly needs saying. They say that you recognize that the leadership of these institutions must identify their most critical needs. We believe we are being faithful to that responsibility.

Finally, as I suggested earlier, the institutional grants represented by title III and by the sort of "consolidation" grants I am proposing

need to be for a longer term than 1 year. We need to know earlier the outcome of our proposals.

The necessity comes clearest in two areas: faculty recruitment and expansion of enrollment. Grants over a period of years would permit us to plan orderly growth. They would make us better able to compete for new faculty and encourage present faculty to continue their commitment. They would assist us in planning necessary facilities and student body growth.

We are under pressure from our constituency, which, specifically, is black youth, looking to us for quality education which will enable them to compete on an equal level with all Americans. That means that it is essential we have the certainty we can get the resources to continue and improve. There is no doubt in our minds that we can do the job with the help of our Government.

We must not fail these young people who still, despite frustrations and discrimination, have hope for their country.

Ralph Ellison said it:

> If you can show me how I can cling to that which is real to me while showing me the way into the broader society, I will not only drop my hostility but I will sing your praise and help you to make the desert bear fruit.

Thank you, Mr. Chairman, for allowing me to make this statement.

Senator PELL. Senator Dominick. We have four witnesses. They are going through their statements. You may not be able to stay, in which case you might like to ask some questions now.

Senator DOMINICK. I appreciate that, Mr. Chairman. I was going through the list of the bills we have before us. One not included is the bill I put in for institutional grants to private and public institutions. I hope that we can get that printed and have it included in the record. Hopefully that will be part of the hearing record.

Senator PELL. That is an error. It has been referred to the subcommittee and will be placed in the folder in the future.

Senator DOMINICK. Dr. Long, I notice you endorse institutional grants while your colleagues endorse project grants. I have been working with Congressman Quie on an institutional grant bill which has been introduced in the House and Senate.

The thing that concerns me is the atmosphere in today's society, which, I believe, is going to make it very difficult to get institutional grants through Congress during this session.

I have had letters from I don't know how many people in my State and other States, indicating that they are tired of paying taxes into the Federal Government or the State government to have grants given to institutions and then have the institutions burned up or destroyed by a very small minority of people. Most letters haven't blamed the students or the institutions in general but nevertheless the effect is the same. They see their tax money going up in smoke.

Have you had an opportunity to read that bill or read Congressman Quie's bill?

Dr. LONG. I have had occasion to, I would say, look at Congressman Quie's bill. I haven't studied it in as much detail as I should to be really informed about it.

There is one basic principle which I understand undergirds the bill, and that is that institutional grants will be based upon the number of graduates from the institution essentially.

Senator DOMINICK. That is correct. I have some concern over that type of formula myself.

Dr. LONG. That is essentially my concern, whereas I believe that as a general formula it would certainly aid a wide range of institutions.

I think that it does not meet the special need for equalizing educational opportunities for those groups which have been outside of the access to higher education and that if a formula could be found which would give graduated support to institutions, based upon the percentages or proportions of low-income students in a given institution, that you would have a formula that would be addressed both to aiding institutions of a wide variety but targeted also upon those institutions that are presently carrying the heaviest burden of aiding students from poor families.

Senator DOMINICK. Of course, what we are trying to do is to provide the funds so that institutions, whether they are taking care of low-, middle-, or high-income people, can improve their quality of education.

I think your suggestion may have some merit. The problem being that once you start adding allowances for some factors then you are immediately obligated to consider others as well. For example—I don't know how well funded Tuskegee is, but if we should find that by virtue of that type of formula Tuskegee, which is theoretically well endowed, is getting a lot more money than another college, which is not as well endowed, then the question is: Is this formula fair or should we include a formula factor which considers endowment capabilities also?

Dr. LONG. I think you could say, Senator, that whereas Tuskegee is relatively well endowed as compared with other black institutions, it is poorly endowed as compared with the affluent institutions of the country. Whereas this kind of formula might relatively benefit Tuskegee more than some of our other institutions, the formula would aid those institutions which are not as affluent as Tuskegee or Harvard and the others.

This seems to me the only way you can get money to achieve the purpose of equalizing opportunity.

Senator DOMINICK. I certainly agree that the idea of providing Federal funding for Harvard or Yale or Princeton or Williams or any wealthy institution should not be and is not the purpose of the proposed Dominick-Quie grant.

I am interested in your comment on the formula. I think it would be very helpful if you would dig into this and see what changes should be made in the formula which would be more beneficial than the way it is now worded.

When I introduced this bill, I told my staff that I was somewhat doubtful about the merits of the allocation formula. Your ideas on this will be very helpful.

In the statement, Dr. Long, you say there are 111 institutions of Negro private and public institutions of higher learning. How many students are enrolled in those total?

Dr. LONG. My typist left out one line on the page, which I mentioned. About 160,000 are enrolled in the black institutions.

Senator DOMINICK. What percentage of blacks does this provide for?

Dr. LONG. Of the total?

Senator DOMINICK. Of the total blacks in higher education.

Dr. LONG. A little better than 50 percent.

Dr. BUTLER. Senator, let me just comment upon these kinds of figures. They get awfully skewed by the way in which institutions are classified, by various foundations and by various Federal agencies. Even the Office of Education doesn't have a consistent figure on these populations.

One of the things that has affected the figures is that the Negro colleges have made the most substantial contribution to the concept of integration, becoming themselves more integrated since 1954 than any other institutions in the Nation.

As they have become substantially integrated, they have been removed from the list which counts them as Negro colleges. I can give you some specific illustrations. West Virginia State is one institution which has become about 75 percent white in the student population. Bluefield State and Lincoln, Missouri, about 60 percent. Central State is approaching 50 percent. Bowie State, right here in Maryland. Some of these institutions which were on the list as historically Negro institutions—Lincoln in Pennsylvania and others are taken off some recent lists. That is the reason that both the count of the number of institutions and these figures about population become so distorted. I think that none of these figures is reliable.

Dr. LONG. By and large, though, Senator, these figures which I mentioned are fairly standard references without the refinements of these other considerations. It is a fairly reliable base.

Senator DOMINICK. Are the 68 private Negro colleges that you have integrated or reserved for Negroes?

Dr. BUTLER. Let me speak to this, also. Three of us represent institutions which have been integrated by charter since the days of their founding. Dillard was founded in 1869. Talladega was founded in 1867. All of these institutions had in their original charters that none shall be debarred for reasons of race, creed, or color, that in the employment of faculty and in the selection of students, considerations of race, creed, or color shall not be a factor.

I think that it ought to be a matter of national record that when we talk about the contribution to or talk about the fact of integration, in spite of everybody continually giving different labels to these institutions, these have been the fundamentally integrated institutions in this Nation.

The institution from which I graduated and the institution which I now serve as president have a history of never having segregated in the entire history of their existence. There has never been a time in the history of these institutions in which their composition has been monolithic with respect to race.

Senator DOMINICK. What would be the proportion of nonblack students in the student bodies.

Dr. BUTLER. This is a different problem—when you identify segregation simply with the number of students. For example, Dillard University had a law school at a time when the majority of its graduates were whites. We had a problem sustaining that law school. We had a medical school under the same circumstance, when the problem was sustaining the school.

I would not like to speak to some of the current situations, but there are extreme pressures now. These institutions were the institutions which from 1936 through 1954 provided the intelligence and the basic designs for the Nation to bring forth this commitment to the integration of the total of higher education.

Between 1954 and 1965, and especially during the period of the production of the Higher Education Acts and the Economic Opportunity Act from 1963 to 1965 these institutions really took the leadership in defining the character and quality of what it is that the Nation should achieve.

And now probably the greatest pressure upon these institutions at the present time is to so redefine the terms as to both diminish the importance of these institutions and to actually threaten their continued existence.

Senator DOMINICK. My friend, I am not being critical in the slightest. All I am trying to do is find out the proportion of black to white students presently enrolled in these private colleges, if you have any idea.

Dr. LONG. Dr. Blake has some figures which I think you would like to hear in this regard.

Dr. BLAKE. We don't have any breakdown between the public and the private colleges in terms of race and distribution.

Senator DOMINICK. Good.

Dr. BLAKE. But the distributions that we have show that in the black colleges, 4 percent of their enrollment is of white students. That is, of all of the 4-year degree institutions. However, I will call your attention to the fact that among white institutions, only 3.5 percent of their enrollment is black.

Therefore, I think it is fair to say that the black colleges in terms of enrolling white students are proceeding apace with the white colleges enrolling black students.

On both sides, this is not a very hopeful picture. In other words, in white 4-year colleges, 3.5 percent of their enrollment is black.

Senator DOMINICK. What effect would there be if there was a requirement that you had to enroll at least 50 percent white students?

Dr. BUTLER. Senator, those figures, I can virtually assure you, do not include the institutions which are already so integrated. Is that true, Dr. Blake?

Dr. BLAKE. No; they do not.

Dr. BUTLER. So that figure of 4 percent is not accurate to put into the record. This is what I am trying to contend.

Senator DOMINICK. I understood your exception on that; yes.

Dr. BLAKE. I would respond to your question in this way, Senator Dominick.

Dr. LONG. Do you mean both ways?

Senator DOMINICK. Yes.

Dr. LONG. You mean for the white institutions to enroll 50 percent of the black students and vice versa?

Senator DOMINICK. As a requirement by law.

Dr. BUTLER. This is an impossibility to implement.

Dr. BLAKE. We don't have enough black people in the country to have that requirement reached by all of the institutions of higher education. That kind of provision would not really serve what I would presume to be the intent of it.

I would say, on the other hand, however, that such a provision would be dangerous in the sense that you would find black institutions who are now carrying the brunt of the burden for enrolling and producing black graduates in the position of having to turn over places in those institutions, in an already underrepresented population, to students from the other race.

You would have to be very much assured that the pattern of enrollment of blacks in the predominantly white institutions would have to be drastically and dramatically increased. Otherwise, you would get into a situation where the achievement of equal opportunity and of equal access really, in the final analysis, be harmed by such a provision. Because in terms of the history what Dr. Butler talked about, you are not talking about a series of institutions among the black schools that have ever resisted nor have ever taken any kind of partiality toward the enrollment of the white students in them. These schools, in fact, now by the record have more highly integrated faculties than any other schools in the country.

Dr. LONG. I might add Senator, if I may, that, in terms of the practicality, how it could be done, how it could be implemented, that there is a big difference as to how this could be achieved with public institutions which are really part of a State system where it is possible, with some degree of planning and allocation of resources within the State, it may be practicable under those circumstances. If you are dealing with a wide range of private institutions which are not part of a system, therefore, which cannot plan and allocate its resources in ways that would implement this kind of proposal, you run into very practical difficulties.

Senator DOMINICK. That is a very good point.

Could any of you gentlemen tell me how many of the students in the colleges which you know about and represent majors in education and how many of those who do and who graduate are able to find jobs in a newly integrated school district in the South?

Dr. BUTLER. I can make only a partial address to this, Senator. There was a period of time at which practically all of the Negro public institutions were committed to the training of teachers, so that most of them are now called teachers colleges of one sort or another.

The teachers who are graduated by these institutions do not have difficulty now finding places either in the South or across the Nation as an employment fact. There is a high demand for teachers.

The problem, I think, that is represented in these institutions is one of diversifying the occupational involvement of the graduates.

Senator DOMINICK. You mean you are graduating too many?

Dr. BUTLER. We are not graduating too many. I don't want to talk against the need for teachers. But even the liberal arts colleges have turned out predominantly people who go into the teaching profession. Let me just give you the report of an occupational survey. With 40,000 or more job titles in the United States, with the preponderance of these in technological fields and with a preponderance of needs in health and technological fields in the United States, the occupations that are addressed to Negro students in secondary school and the way in which they are communicated still tend to relegate them to the teaching profession.

One recent study which was made regarding the occupational choices of Negro high-school students with that wide range of occupations. I mentioned their choice did not extend beyond 12; that is, teaching, medicine, law, engineering, and such as occupational choices.

One of the main problems then when we talk about putting Negro youth into the mainstream of American life is to enable these institutions to do the kind of job which they are capable of doing in training and amplifying the human resources across the board in the Nation.

Senator DOMINICK. Let me ask you a question to pursue this topic further.

The administration has recommended the creation of a new program of career education in critical skills. To what extent are the black colleges trying to steer their students into the vocations in the critical skills areas as opposed to just the teaching area?

Dr. BUTLER. I think each of us will have a different answer to this question.

I mentioned to you the history of our efforts to produce lawyers for the Nation and the failure of support for that effort, causing us to have to close the law school. That was at the turn of the century. We have, as a part of our institution, a hospital which grew out of our institutional effort. We have a fine nursing division, which is a part of the early history of our institution.

Senator DOMIICK. This is New Orleans?

Dr. BUTLER. This is New Orleans.

The figures which I saw last when I participated recently in the development of a health care program for one of the large counties in the Nation, Wayne County, Mich., showed that this Nation has 3,100 counties, and over 600 of these counties have no health departments moreover, some 50 percent of all the people in the health fields in those counties which have health departments are not qualified for the positions which they hold.

Tulane University has recently developed a graduate program in health administration and in hospital administration. We have an opportunity, with the shortage of people in medicine and the shortage of people in the allied health fields, to do something significant in this field.

We have tried to design not only a communication to our students but a specific program for which we have not yet received any support, with all of these facilities and all of these resources and with the combination of those in Tulane and in other institutions there in New Orleans, to do something significant. But there is nowhere that we have been able to pin down a place to get support. We have both the will and the skill of professional persons, but both Federal and private support for the program are not committed.

Dr. LONG. May I just add a word?

Senator DOMINICK. Yes.

Dr. LONG. We don't have any actual figures as to the number of teachers from our colleges that are going into northern school systems. But I think it can be reliably said that they are being widely sought. On each of our campuses, large numbers of school systems are recruiting for our graduates, school systems from the North, which is a very clear indication that they are being sought and they are being used.

The second is that a number of our schools even have practice teaching programs under which our students go to northern communities and practice teaching in northern school systems. We are beginning to get that kind of articulation of our products with the demand which is outside the South itself.

Dr. BLAKE. I would also add that in terms of the shifts and patterns, that one of the largest shifts has been in terms of former students who were enrolling in the teacher education programs has been into the field of business, that this is one of the most rapidly growing and developing fields on white college campuses. Of course, this reflects the expansion of opportunities in these particular areas for black college graduates.

You have to understand, however, that the pattern of careers that has existed in black colleges was functional in terms of the opportunities which existed for those people in the broader society when they graduate. These young people were making practical and correct decisions in terms of possibility of making a living and taking care of their families once they became college graduates.

There were no opportunities in many of these other fields up until as recently as 5 years ago. The new opportunities often have such a short historical base that we tend to forget that 5 years ago for a young man to go into business, serious questions would have been raised about whether he was making a realistic choice in terms of working after he graduated from college. Now the opportunities are developing, the young people are beginning to shift their patterns of aspirations and opportunities into the fields where they are enrolled.

I would make one more comment about the career education concept which I think is very important. That is, if the career education concept begins to cut off the aspirations of poor and black youth as far as degree-granted programs, then we have to be critical of those programs, because what we need most of all now is a sharp increase in the production of young people who are finishing colleges in degree-granted programs.

We need young people who can assume positions of leadership in the society appropriate to the numbers of people who are in these communities. This is where they have to look for leadership.

There is always some concern when we have underrepresentation now where like 3.3 percent of the B.A. degrees in 1968 went to black students. There are 12 percent black students in the population.

If we look toward the future, in 1982, 16.6 percent of the college entrance population in that year will be black. I will repeat that figure—16.6 percent of the college age population in 1982 will be black.

So we are in a pattern where the proportion of the age group is increasing with underrepresentation already existing. Therefore, to shunt these young people off into a program which has a kind of terminal base at 2 years is going to cut off the upward mobility in terms of the leadership needs in the minority communities across the country. This is an area that needs to have close attention.

One final point: This whole area is still on flux. There is no track record to this particular point on what happens to young people who enroll in programs in community colleges which are to be the basic component for career education. We do know, however, that large numbers of these people do not ever go on to get degrees. Some of the

figures run between 11 and 15 to 17 percent of the young people who enter 2-year colleges ultimately winding up with degrees from 4-year institutions.

This is not to argue that everyone should have a college degree, but it is to warn very clearly that you are dealing with a different problem here. You are dealing with a population that has not participated in this big push of lots and lots of people taking college degrees. They are outside of that pattern. That job has to be attended to first with some kind of speed and attention, and then these other patterns, I think, can come along behind that.

Dr. LONG. May I put a footnote in the context of institutional grant programs? Because two of the bills are related to an institutional grant program in support of the sciences. While I believe these bills are well conceived, they have a very significant flaw insofar as our concerns are involved and insofar as equalizing educational opportunities are concerned.

Both of the bills establish a formula on which one-third of the funds appropriated for the support of sciences in the colleges are based upon the preceding immediate amounts of money which institutions have received from the National Science Foundation. When you consider that the National Science Foundation program essentially was research oriented, which meant that the large universities of the country were favored in these allocations, the small institutions were neglected, it means that you are building into this legislation a formula which is going to favor those that have, which will not give adequate assistance to those that do not have; and the need to develop science programs in these other institutions, which are also providing significant numbers of scientists and doctors to the Nation, are not going to receive adequate support.

Among our institutions alone, the data which has been gathered for the President by the FICE Committee indicates out of some 360-odd million dollars which the National Science Foundation appropriated for development and strengthening of science in American institutions of higher education, the institutions which we represent receive only nine-tenths of a percent of those funds.

So you build up a formula of that nature to be built into the legislation, you are continuing inequities which already exist.

Senator DOMINICK. This is one of the points I have been objecting to in a lot of the formulas we have. The rich get richer, and the poor get poorer, it seems to me. Somehow or other, that has to be changed around.

That is all I have at the moment, Mr. Chairman. Thank you.

Dr. BUTLER. May I make one footnote on two points?

I am disturbed by a commercial that is being used by the Office of Education which tends to suggest to large numbers of people that they can enter professions which parallel professional responsibilities without engaging the educational extent of preparation that is required for those professions. This is specifically an ad which publicizes 25 occupations that one supposedly can enter without being a college graduate.

It suggests in one of the ads in particular that you don't need a college education to be a doctor or an engineer. This is what the ad said. I don't know how many here saw it. But I was particularly sen-

sitive to this. The young people particularly and specifically those in high school who are coming into our colleges are continually saying to us that they do not need college education. This is tantamount to heresy if the Federal Government reinforces that psychology in our youth.

Dr. BUTLER. I understand the basis for this. It has a history too. It also has to do with the combination of things which skewed title III in the time that we were trying to set it in proper perspective. That is title III of the Higher Education Act of 1965. I was privileged at that time to be serving as assistant to the U.S. Commissioner of Education, and it was my primary responsibility and role to develop the full conception and to assist in the implementation and staffing of the title III program.

In the original address to this program, the purpose was to meet the needs of the significant number of 4-year institutions which were having the problems which are mentioned or which have been addressed here, but they were not all predominantly Negro institutions. Not even the majority of them were predominantly Negro institutions, because the number of such institutions was over 1,000.

This was one of the things we brought out in testimony on February 4 of 1965 at the House committee level to get into the picture that there were at that time some 1,600 institutions which had the common fact that they were under 5,000 in population. They represented a group which was outside of the funding mainstream, because over 90 percent of all Federal funds at that time were going to less than 100 institutions and some 40 percent were going to about 25 institutions. The funds were going to a narrow range of institutions which excluded these 1,600.

There were only eighty-one 4-year predominantly Negro institutions in this group of 1,600.

We were trying to make an address which if it had been received on a nonracial basis with respect to the total problem that is represented by these institutions, I think the Nation could have saved itself a lot of the problems which we now inherit, even now there is a report here from Tuskegee Institute's Development Office of a study which shows that the distribution formula has not significantly changed in terms of both the Federal and the private distribution of funds in spite of title III.

The smaller institutions have had the benefits which have derived from title III, but the total distribution formula has not significantly changed.

If we continue to legislate acts which will favor the distribution of funds to others to go in behalf of rather than through these institutions to do the job which they are charged to do, we are going to continue to have the problem. The distribution favors a small group of institutions where students are concerned as well as favors them where institutional support is concerned.

I have seen programs from both private and Federal sources which have given to a few major institutions up to $12,000 per capita to handle small groups of 25 or 50 Negro students or 50 or so poor students. We represent institutions in which up to 80 percent of total student population falls into the poverty category; $12,000 per capita

for 80 percent of our student population would represent a significant resource to the institution.

In creating programs, those which have become nationally significant, these institutions, and Dillard University in particular, have been most productive and innovative. It was at Dillard University that the national upward bound program was founded and organized in 1965. It was joined by four other predominantly Negro institutions. The original proposal went into the Office of Education and then was sent over to the Office of Economic Opportunity. It was this initiative which got that significant program started with 212 young people in its first year. Now there are more than 26,000 students in upward bound programs in over 100 colleges and universities.

I would like to say as a matter of record that one of our students, Miss Sylvia Morgan, who was a member of that first upward bound group finished with the highest honors of any student in the class of 214 that we graduated this year. She was never labeled an upward bounder the whole time she was in college, but she had come out of the upward bound program. She was president of the Beta Kappa Chi, National Science Honor Society, and she finished summa cum laude, with the highest record in the class. Thirty percent of the graduates of our class had been either in that or one of the five initial upward bound programs in the year 1965.

As I look at the upward bound guidelines—and this is another kind of thing that bothers me; whoever wrote the history of upward bound in the guidelines not only changed the year but did not even identify the place of origin of the program. The writer changed the year to 1966. The program was started at Dillard and the other four Negro institutions in 1965.

It is now significantly a national program. Some 26,000 students in over 700 institutions are participating.

At the same time that this was being developed, I had a part in the conception of title IV of the Higher Education Act, and there were two parts of that title which were of interest. One, we were trying to urge Federal financial support for undergraduates, since at that time there was not such a thing as the present opportunity grants for undergraduates. There was need also for support for institutions themselves in order that they might be able to more significantly encourage young people to enter higher education.

Section 408 of the Higher Education Act of 1965 bore the title of encouraging the full utilization of educational talent.

Let me just suggest to you that the contracts were designed to provide $100,000 per year to institutions to encourage young people to undertake higher education. This, in effect, supported recruitment efforts and enabled institutions to send recruiters all over the Nation to seek the students that they normally would not get. But almost none of these Negro institutions which participated in the conception of that program have been able to get one of these contracts. Even I tried this year to get one of these contracts for Dillard and did not get one.

This, I think, is unconscionable.

Senator DOMINICK. What kind of criteria did they use?

Dr. BUTLER. This is what I want you to find out from them, because the problem here does not relate to the law. I think if we had any

recommendation to make here, one of the most important would be this: That insofar as laws are made which do address themselves to the condition and would, if properly implemented, significantly contribute to the resolution of problems, it is at the staffing and the implementation and at the agency level that there are significant problems.

Senator DOMINICK. That has been as long as we have had agencies.

Dr. BUTLER. Of course. There should be some kind of congressional monitoring of programs as they develop to see that the congressional intent is carried out. In the case of these contracts, I am certain in my own mind that the congressional intent was not carried out unless the intent was to provide large amounts of money for the large universities almost exclusively.

Let me show you how absurd it is. We had in New Orleans 90 national achievement semifinalists. These are all Negro youth, because the national achievement program is a Negro counterpart of the national merit program. We also had over 125 national merit semifinalists in New Orleans. We have seen recruiters who use these Federal funds under the contract program come to New Orleans and swoop up all of those better students. We do not have comparable funds to do the same thing, and we are right there in New Orleans.

The importance of this in the matter of equal educational opportunity and all of this takes another dimension; that is, that the initial Office of Education survey which was mandated by the 1964 Civil Rights Act should say something to the Nation. The one thing that it says is that because of the existence of predominantly Negro institutions, the South is entering into and graduating from higher education a larger number of Negro students than all other sections of the Nation combined. I repeat, all other sections of the Nation combined.

In addition to this, the majority of students who are recruited for and who are participating in the nonsouthern institutions are recruited from southern schools.

One of the things that is reinforcing the national crisis now in terms of student demonstrations is that there has been a significant deficit in the performance of northern cities especially in this regard. Having lived for almost 25 years in the city of Detroit, I had to bring to the attention of the educational structure there that in 1 year (1964) some 5,400 Negro students graduated from Detroit high school and less than 100 of them went to any college whatsoever. This would not have happened even in Itta Bena, Miss., where 1,400 students graduated and 700 of them went to college.

This, I think, is a national problem. I think that this accounts very much for the fact that when the civil rights movement began to hit the northern cities, the whole tenor of it changed and the whole conception of what it was all about changed.

This, too, is affecting and afflicting our institutions, because we have caught the backlash of this to the extent that we can no longer even address ourselves to our educational purposes.

Senator PELL. Before coming to any questions on my part, I think we should finish up with the testimony of the panel. Probably most of the points the last two panelists would make may well have been covered. If there are any points that have not been covered, perhaps you could submit your statement and then summarize.

Dr. LONG. Dr. Blake is not expecting to make any statement for the record. He is here as a resource and will respond. There is a statement which has been prepared on behalf of the association which represents the position of the association in general on higher education legislation. We would like to place that in the record.

Senator PELL. That will be placed in the record.

(The information referred to follows:)

NATIONAL ASSOCIATION FOR
EQUAL OPPORTUNITY
IN HIGHER EDUCATION

1527 New Hampshire Avenue, N.W. • Washington, D. C. 20036 • Telephone • 202/223-0764

BRIEFING PAPER ON THE TRADITIONALLY BLACK COLLEGE

A great many people have over the last few years evinced great concern over the progress and problems within the Black community. Of particular interest has been the network of traditionally Black Colleges which still enroll over one-half of the Black youth in degree credit four-year college courses. (160,000 were enrolled in the Fall of 1968)

There are 111 of these colleges; 68 private and 43 public. Of these 89 four-year colleges and universities, 78 are accredited; a higher proportion than is true nationally. They are located mainly in the Southern and border states, but serve a national population. 60% are from the South and 40% are from outside the South in the four-year colleges and universities.

This paper sets forth the contributions of these institutions to the stability of the American social order. Without them, the Black community would be akin to the "underdeveloped" communities of Asia and Africa in educational attainments. Out of families with an average income of $3,900, these colleges are producing over 20,000 graduates annually.

The Face America Presents to the World

One-half of the fourteen Black United Nations appointments graduated from Black Colleges.

Four of the eight most recent Black Ambassadors graduated from Black Colleges, including Patricia Harris, Luxembourg and Franklin Williams, Ghana. Three of the other four made their careers in Black Colleges as teachers and administrators.

Army Officers: At least 75% of the Black Army officers commissioned each year come from Black Colleges. A poll of Black Military Instructors in ROTC programs estimated at least the same percentage of the 5,594 Black officers now on active duty graduated from Black Colleges.

Black Colleges and America's Image of Itself

Executive Branch of The National Government: 64% of 80 federal officials currently serving and over the last five years (GS 14 up to Cabinet level) graduated from Black Colleges including Robert J. Brown, Special Assistant to The President; James Farmer, Assistant Secretary of the Department of Health, Education and Welfare; and Elizabeth Koontz, Director of the Women's Bureau Department of Labor.

Congress of The United States: Three of the nine Black Representatives in The House attended or graduated from Black Colleges as well as Senator Edward Brooke of Massachusetts.

State Legislators: 64% of the Black State Representatives who went to college went to Black Colleges. These include states such as Connecticut, Wisconsin, New Jersey, Kansas, Illinois, Michigan and Illinois. In the South, 100% of those who attended or graduated from college went to Black Colleges.

Professions: 74% of a sample of 1,000 Black Ph.D. holders took their baccalaureate degrees in Black Colleges. 83% of all the Black physicians in America graduated from two Black Colleges - Howard University and Meharry Medical School. They still enroll about 68% of all Black physicians in the country.

Enrollment in College Versus Production of College Graduates

John Edgerton, in a study of the 100 largest state universities (they award 61% of all college degrees), found that they enrolled in May 1969 about 2 percent Black students. This was reinforced by an American Council on Education study showing 61% of white colleges enrolling less than 2% and 72% enrolling 4% or less.

Various estimates place the proportion of Black students in Black Colleges as between 45 and 55% of the total.

Enrollment is not the goal, but graduation. In output, Black Colleges produced 79% of the baccalaureate degrees estimated to have been awarded to Black youth. (17,242 of 21,700 degrees). The Black Colleges awarded 73% of all levels including M.A.'s and first professional degrees in Medicine, Law, Pharmacy, Dentistry and Architecture.

It is clear that if these institutions are not strengthened, enrollment and graduation figures for Black youth could level off and decline. Any sharp reversal in the fortunes and functioning of these institutions will be a disaster to equal opportunity in the higher education of Black youth.

In 1968 less than half as many Black freshmen as should have enrolled in college, (84,000 versus 180,000). In the complete college population there should have been 811,000 Black youth enrolled. Various estimates for actual 1968 enrollment in degree credit courses were from 300,000 to 352,000. This 500,000 deficit will never be recovered. These youths have entered the unequal income distributions between white and black. Equal income will never be achieved with equal proportions of Blacks in those occupations requiring college degrees.

By 1975 1.3 million Black youth ought to be enrolled nationally. All the places now available for them must be expanded in Black and white colleges since 319,000 freshmen (more than some estimates of current total enrollment) should be entering college in 1975. Anything adversely affecting an increased enrollment and graduation will prolong inequities in the society for the next four decades beyond the 1970's.

Traditionally Black Colleges and the Disadvantaged

All Black College students are not disadvantaged, educationally or economically. Some are advantaged in all areas. The general picture of the enrollment in Black Colleges, however, is a portrait of what equal opportunity is supposed to mean.

Input: Average family income is $3,900 with 65% below $5,200 income. On the average 34% are below $3,000 income and are from homes where 31% of the Mothers are domestics and 31% of the Fathers laborers. Nationally 30% of the parents of college students are businessmen and 40% earn more than $11,580 with 68% of the families above the median for family income.

Output: 20,000 graduates in 1968 who with an average income of $7,000 would return about $140 million in their first year of work.

Nationally 25% of American families were at $5,000 and below in income. Very few of the youth in these families go to college; as low as 7 percent according to the Carnegie Commission estimates. These include the Mexican-Americans, Indians, Puerto-Ricans, and poor whites.

Someone must take educational leadership in this arena. As the traditionally Black Colleges are strengthened, some of them will undoubtedly make major national contributions to these problems. For a hundred years they have worked in this area of higher education.

There is a massive failure of all levels of American education - first grade through graduate schools to educate any groups of the poor, black or non-black. Institutions which despite handicaps created by neglect and malicious intent have enabled hundreds of thousands shackled by poverty and racism to break free have earned the right to be of continuing service to the Nation.

In looking at the contributions of these schools, it is clear that they have been and still will be in the foreseeable future, the major force for integration of Black people into <u>all</u> levels of American life. It should therefore be the policy of The United States to declare these schools a National Resource for Equal Educational Opportunity. Their development should be supported to a level of leadership for the Nation in achieving its goal of equal access to education that is productive of success despite economic and racial origins.

General Proposals

1. Increase Title III of the Higher Education Act of 1965 to $91 million authorized for FY-71 with earmarking of funds for developing institutions now producing significant numbers of graduates, not enrollees, from low-income minority groups and showing a pattern of production over time (say five years). Latter provision designed to discourage sudden interest in low-income youth stimulated by federal funds. Low-income defined as lowest quarter of national income distribution.

   This program is the only program in the support programs in federal government that has been responsive to traditionally black colleges. Yet its resources have now been directed away from these schools. Though other schools may be entitled to relief, the proven and documented ability of these schools to produce success in a low-income minority population gives the black colleges top priority. (About 18 of the 30 million goes to non-black schools; 23% to Junior Colleges; and about half of the remaining 23 million to non-black schools.)

   The redirecting of funds based on performance now not potential to the future in producing equal opportunity ought to be the criterion.

   The cooperative requirements ought to be made optional. It has not been the experience of these schools that much of the expertise they need resides outside their own academic community. Educating the disadvantaged is not the forte of any major segment of higher education.

2. Improved student financial programs are needed to be responsive to low-income students. These, however, must be coupled with general institutional support programs to provide the superior educational services required to do better the job the black colleges have been doing. Institutional matching funds should be waived for schools graduating large numbers of low-income youth.
   a. Student Financial Aid. The E.O.G. program should be expanded and matching provisions waived for low-income students or matching with the NDSL allowed. It is crucial to have full-support without working in the first two years.

      Both the NDSL and work-study program should be expanded with the most ample funds available for the last two years of college.

      Programs assuming parental contributions are ineffective. At Miles College in Birmingham (an urban area where incomes are slightly better) 62% of the students' families could contribute nothing to their children's expenses.

Entering Freshman Family Income in Black Colleges, 1968

18% less than $2,000	
16% $2,000 to $2,999	34% below $3,000
17% $3,000 to $3,999	
14% $4,000 to $5,199	65% below $5,200
13% $5,200 to $6,199	
13% $6,200 to $9,999	91% below $10,000
7% $10,000 +	

31% of the Mothers are in domestic service.
31% of the Fathers are laborers.

Student support to equalize educational opportunity should be separate from general aid to students in higher education, particularly guaranteed loan programs available to the general population.

b. Institutional Grants. Graduating not just enrolling larger numbers of low-income minority group students requires superior educational services. Attrition can be reduced. Too many capable students drop-out from a combination of financial problems which complicate academic problems. The number of black graduates could almost be doubled if better educational services could be developed.

1) General institutional support can be based on the number of students from the lowest-income quartile (25% are at $5,000 and below in 1968). A $500 per student subsidy would be adequate in schools with large numbers of these students and with four-year degree granting programs.

2) Black colleges, public and private, average $423 per student less than the national average of per student educational and general expenditures which support basic instruction.

The coupling of these two programs leaves the student free to choose his school and the institutional support follows him there. Low-income minority youth will choose those schools with a continuing record of academic payoffs for them.

3. Higher Educational Facilities Act of 1963. If in any state a disproportionate number of low-income and minority group youth are enrolled and graduating from a college (compared to national norms) that college should be eligible for direct federal funding

of facilities over and above state by state formula allotments. Institutions now doing an effective job in equalizing educational opportunity should be raised in priority and funds earmarked for that purpose. Over crowding is particularly detrimental to low-income students, given their need for supportive educational programs. In these special cases, matching funds could be waived or the amounts required negotiated with the colleges involved.

4. Higher Education Equipment, Title VI of HEA of 1965. Similar provisions to those above for facilities.

5. National Defense Education Act, Title IV Fellowships. This program should be shifted in emphasis to encourage development of "Teaching Doctorates". Higher education personnel truly interested in teaching versus research are badly needed to do the job of graduating the disadvantaged from college. Special emphasis must be placed on enrolling minority group candidates.

6. A National Education Foundation modeled after The National Science Foundation should be established. A first priority should be program development in the area of equal opportunity in higher education. Early emphasis should be on large scale experimental programs. It might designate colleges or clusters of colleges as equal opportunity experimental colleges. Priority should be given to comprehensive proposals from those institutions now enrolling and graduating large numbers of low-income minority youth.

A choice in favor of immediate attention on the post-secondary years is based on the fact that 4.4 million minority group youth were between the ages of 10 and 17 years of age in 1968. This is the pipeline for high school graduation by 1975.

Following this group is another group of some 4.5 million between the ages of 3 and 9 years, most of whom have already missed early childhood compensatory programs and are already in a failing school system.

Starts have been made at the level of childhood. Unless a massive start is made at the other end of the educational ladder, these kinds of youth may be the most destructive element in the society. Thus doing so ething about opportunities for adolescents and young adults is of the highest priority.

Summary

Running through these proposals is the simple idea that effective performance in an area of national need should be improved and built upon. Educational opportunity that produces success is needed by the nation. Our racial crisis demands the use of all the resources at our command.

The traditionally black colleges represent an existing mechanism that can be improved and used to intensify the positive efforts to equalize opportunity. Operational programs for the black college today are for all of higher education tomorrow. These proposals try to help these colleges, the major force for the integration of black youth into all levels of American society, maintain and improve their unparalleled record of achievement.

NATIONAL ASSOCIATION FOR
EQUAL OPPORTUNITY
IN HIGHER EDUCATION

1527 New Hampshire Avenue, N.W. • Washington, D. C. 20036 • Telephone • 202/232-0764

July 6, 1970

BRIEFING ON ANALYSIS OF

FINANCIAL AID DATA

The attached sampling of comments on financial aid indicate the need for immediate and urgent relief. Fall enrollments will decrease if more funds are not made available. The students are from extremely poor backgrounds and hence can get no support from their families. For example, at Jackson State College (Miss.), 82% of the freshmen are from families with less than $4,000 income; at North Carolina A. & T. University, 67% are below $4,000; at Tennessee State University, 58% are below $4,000. Several conclusions stand out in the responses on this issue:

1. Cutbacks will have an immediate effect on enrollments. Qualified and already admitted freshmen students cannot attend if they can not get support. With half as many black youth in college as should be (6% versus 12%), schools such as Fayetteville State in North Carolina indicates "we will have to deny financial aid requests of more than 400 new students who would otherwise come to this institution in the fall." Wilberforce, one of the oldest and respected of the colleges, indicates "financial aid cuts ... will cause a reduction of 10 percent in 1970-71 student enrollment which means 100 to 150 fewer students."

2. Even students in the second, third, and fourth years are in danger in some schools. Livingstone College, the school of Elizabeth Koontz, Director of the Women's Bureau, indicates that "funding at the present level is inadequate for students currently enrolled in the sophomore, junior, and senior

OFFICERS: *President*, Dr. Vivian Henderson, Clark College (Ga.); *Vice President*, Dr. Herman Branson, Central State University (Ohio); *Vice President*, Dr. Herman Long, Talladega College (Ala.); *Vice President*, Dr. J. Louis Stokes, Utica Junior College (Miss.); *Secretary*, Dr. Milton Curry, Jr., Bishop College (Tex.); *Treasurer*, Dr. G. Leon Netterville, Southern University (La.). **DIRECTORS:** Dr. Broadus Butler, Dillard University (La.); Dr. James Cheek, Howard University (D.C.); Dr. Lewis Dowdy, N.C. A&T State University (N.C.); Dr. Lloyd C. Elam, Meharry Medical College (Tenn.); Dr. Hugh Gloster, Morehouse College (Ga.); Dr. Martin Jenkins, Morgan State College (Md.); Dr. James Lawson, Fisk University (Tenn.); Dr. Lionel Newsom, Johnson C. Smith University (N.C.); Dr. Benjamin Perry, Florida A&M University (Fla.); Dr. Lucius Pitts, Miles College (Ala.); Dr. Granville Sawyer, Texas Southern University (Tex.); Dr. Walter Washington, Alcorn A&M University (Miss.); Dr. Albert Whiting, North Carolina Central University (N.C.).

Black Colleges Produce Over 70 Percent of the Black College Graduates in America

classes." At Langston University "224 upperclassmen will not receive aid" in 1970-71.

3. Administrators of the colleges tend to fear the effects of inadequate financial aid on the attitudes and aspirations of the students. A common theme is expressed in a statement from Texas Southern University "EOG, workstudy, and loans are the only hope the majority of black students have for higher education. Any reduction will leave more expressions of hopeless frustration on college campuses and in the cities and towns of America." If indeed this is the mood, the statement from Southern University takes on special meaning: "75% of the student body of 7,500 come from families with annual incomes of $3,500 or less. Obviously an exceptionally large proportion of these students are forced to withdraw from school because of lack of sufficient financial resources."

As one college put it, "it is important to the internal health of the Nation" that more financial aid be made immediately available for this fall for the black colleges. This should be followed by a review of the allocation for 1971-72 to insure that adequate aid funds are made available.

TALLADEGA COLLEGE

Next year, we are aiming for an enrollment of 600, and we will not be able to reach that figure unless ample student financial aid is provided. In order to have a student body of that size, we must aim for a freshman class of 250.. . . we have not been able to provide the financial assistance needed.

STILLMAN COLLEGE

During the 1969-70 academic year, approximately 70 percent of the students at Stillman received aid . . . the 75 percent who received aid did not have their total needs met but were given token aid to assist in meeting their educational expenses.

FAYETTEVILLE STATE UNIVERSITY

We will have to deny financial aid requests of more than 400 new students who would otherwise come to this institution in the fall and . . . the University will not be able to provide student assistance at the same level of funding for returning students . . . our former students will not be able to return to school in the fall of 1970 because we will be unable to provide them with financial assistance.

SOUTH CAROLINA STATE COLLEGE

Our proposal would have provided 275 students with an average loan of $350. Now, it appears that we shall be able to accommodate only about 200 with loans averaging $325 each. [We] expected to provide an average grant of $316 to 364 students. We were allocated only $80,600, which will permit an average grant of about $300 to only 277 students.

LIVINGSTONE COLLEGE

Funding at the present level will not be adequate for students currently enrolled in the sophomore, junior, and senior classes, and this level of funding will compel reduction in the number of freshmen for 1970-71.

SOUTHERN UNIVERSITY

Have a waiting list of 701 qualified students at the Baton Rouge Campus, 156 at the New Orleans Campus, and 84 at the Shreveport Campus, and there are many applications for financial assistance at the University.

HAMPTON INSTITUTE

Cut backs in loans, work study, and EOG funds have reduced freshman enrollment by 15 percent; as yet do not know effect on returning students.

MISSISSIPPI INDUSTRIAL COLLEGE

Work study loans and EOG have been cut back 24 percent . . . the average freshman enrollment cannot be maintained.

KENTUCKY STATE COLLEGE

Eighty percent of our students depend on financial aid.

LANGSTON UNIVERSITY

Able freshmen and 224 upperclassmen will not receive aid. The total enrollment at this institution will be reduced.

ARKANSAS A. M. & N COLLEGE

Necessary to deny enrollment to at least 300 black students in 1969-70. Far greater denials are expected for 1970-71.

WILBERFORCE UNIVERSITY

Cut of $25,000 in EOG and NSDL will cause a reduction of 10 percent in 1970-71 student enrollment which means 100 to 150 fewer students.

VIRGINIA UNION UNIVERSITY

Our financial aid officer reports that more than 200 students received inadequate financial support with another 100 denied aid because of very limited funds. With an increased emphasis on recruitment of deserving students in this category, we need aid to provide for an additional 400 students.

RUST COLLEGE

Unless Rust College received approximately $200,000 in additional aid for students for 1970-71, there will be serious consequences in our enrollment.

TEXAS SOUTHERN UNIVERSITY

Texas Southern University anticipates an enrollment of 1,000 freshmen during the next academic year.. . . reduction of EOG, work study, and loan funds would pose a serious threat to the educational opportunities of these young men and women.

NATIONAL ASSOCIATION FOR
EQUAL OPPORTUNITY
IN HIGHER EDUCATION

1527 New Hampshire Avenue, N.W. ● Washington, D. C. 20036 ● Telephone © 202/232-0764

Rec'd MAY 27 1970
Ans'd.....

May 21, 1970

MEMORANDUM

TO: Members of the Committee on Labor and Public Welfare of the United States Senate

FROM: Dr. Herman Branson, President, NAFEOHE

RE: A Statement from the Association to the President of the United States

Enclosed is a copy of a statement presented by a group of Black College Presidents representing the National Association for Equal Opportunity in Higher Education in their meeting with President Richard M. Nixon on May 20, 1970. Attached to this statement is a list of the fifteen presidents who constituted this delegation.

Enclosures (2)

OFFICERS: *President*, Dr. Vivian Henderson, Clark College (Ga.); *Vice President*, Dr. Herman Branson, Central State University (Ohio); *Vice President*, Dr. Herman Long, Talladega College (Ala.); *Vice President*, Dr. J. Louis Stokes, Utica Junior College (Miss.); *Secretary*, Dr. Milton Curry, Jr., Bishop College (Tex.); *Treasurer*, Dr. G. Leon Netterville, Southern University (La.). **DIRECTORS:** Dr. Broadus Butler, Dillard University (La.); Dr. James Cheek, Howard University (D.C.); Dr. Lewis Dowdy, N.C. A&T State University (N.C.); Dr. Lloyd C. Elam, Meharry Medical College (Tenn.); Dr. Hugh Gloster, Morehouse College (Ga.); Dr. Martin Jenkins, Morgan State College (Md.); Dr. James Lawson, Fisk University (Tenn.); Dr. Lionel Newsom, Johnson C. Smith University (N.C.); Dr. Benjamin Perry, Florida A&M University (Fla.); Dr. Lucius Pitts, Miles College (Ala.); Dr. Granville Sawyer, Texas Southern University (Tex.); Dr. Walter Washington, Alcorn A&M University (Miss.); Dr. Albert Whiting, North Carolina Central University (N.C.).

Black Colleges Produce Over 70 Percent of the Black College Graduates in America

NATIONAL ASSOCIATION FOR
EQUAL OPPORTUNITY
IN HIGHER EDUCATION

1527 New Hampshire Avenue, N.W. ○ Washington, D. C. 20036 ○ Telephone ○ 202/232-0764

STATEMENT TO THE PRESIDENT OF THE UNITED STATES

RICHARD M. NIXON

The attached statement was read to the President at the beginning of the audience followed by a two hour discussion.

OFFICERS: *President*, Dr. Vivian Henderson, Clark College (Ga.); *Vice President*, Dr. Herman Branson, Central State University (Ohio); *Vice President*, Dr. Herman Long, Talladega College (Ala.); *Vice President*, Dr. J. Louis Stokes, Utica Junior College (Miss.); *Secretary*, Dr. Milton Curry, Jr., Bishop College (Tex.); *Treasurer*, Dr. G. Leon Netterville, Southern University (La.). DIRECTORS: Dr. Broadus Butler, Dillard University (La.); Dr. James Cheek, Howard University (D.C.); Dr. Lewis Dowdy, N.C. A&T State University (N.C.); Dr. Lloyd C. Elam, Meharry Medical College (Tenn.); Dr. Hugh Gloster, Morehouse College (Ga.); Dr. Martin Jenkins, Morgan State College (Md.); Dr. James Lawson, Fisk University (Tenn.); Dr. Lionel Newsom, Johnson C. Smith University (N.C.); Dr. Benjamin Perry, Florida A&M University (Fla.); Dr. Lucius Pitts, Miles College (Ala.); Dr. Granville Sawyer, Texas Southern University (Tex.); Dr. Walter Washington, Alcorn A&M University (Miss.); Dr. Albert Whiting, North Carolina Central University (N.C.).

May 20, 1970

Mr. President:

We represent the National Association for Equal Opportunity in Higher Education, an organization representing all of the predominantly black colleges and universities of the nation.

We come to express the anger, outrage, and frustration of the black people of this nation. We wish to convey to you the disenchantment of blacks, especially black youth, with our society and with the federal government.

This feeling is engendered by a number of longstanding conditions: manifestations of racism in all areas of American life; inadequate educational opportunities for blacks and other disadvantaged minorities; widespread poverty and hunger in this affluent nation; high unemployment rates among the blacks and racial discrimination in employment; racial differentials in law enforcement procedures; and deplorable housing conditions. While there has been improvement in many of these areas over the years, progress has been all too slow.

This feeling is also engendered by the policies and practices of your administration: the "southern strategy"which leads to the conclusion that blacks are dispensable; the neglect of urban problems; insufficient support of education, especially of schools and colleges attended largely by blacks; your nomination of justices to the Supreme Court; your hesitancy to support strong measures to assure the voting rights of black citizens; your own failure to use your great moral influence to bring the people of this great nation together. Added to this is the tone of your administration as exemplified by the statements of the Vice President and the Attorney General with resultant fears of repression; by statements by members of your administration of "benign neglect" and of "law and order" without justice.

We add that blacks, and especially black students, have the same concerns as other Americans. They are concerned about Vietnam and Cambodia and the large proportion of our national energies devoted to militarism; they are concerned about manifestations of racism; they are deeply concerned by the recent tragedies of Kent State, Augusta, Georgia, and Jackson State.

Mr. President, these are strong words which convey to you the feelings of the black people and especially the black students of this nation.

These are the bases of unrest and violence. These are the causes of the increasing alienation of black youth. We are convinced that these are the basic problems which demand your immediate attention. We are convinced, too, that this nation has the strength, the resources, and the moral fibre to solve these problems.

So, Mr. President, with the background of Augusta, Jackson State and last night in Savannah, we present to you the following list of questions posed to lead to an agenda for action to meet this dire need in American life.

1. What actions need to be taken to convince young black Americans that racism--institutionalized and casual--is being eliminated from American society?

2. What actions are being or should be taken to protect the rights of young black people?

3. What positive aid can be given to those American institutions concerned with enlarging the opportunities for young blacks?

4. What more can be done to convince young black people that the divisions in American life are being healed?

5. What are the specific acts which the government can undertake immediately to mobilize public opinion, public sentiment, and public action in support of the legitimate aspirations and hopes of young black people?

In that context, we make the following proposals:

1. A Presidential message on national television reaffirming the federal governments resolve to protect the lives of black citizens. It must be clear that there is no compromise with any regional groups on the rights of black Americans.

2. A liason mechanism be setup to involve more black Americans in the formulation of domestic policies. All major councils involving advice to the President should include black Americans. This meeting with black college Presidents should be but the first of a series of meetings with various segments of the black community.

3. Black college students are their own best spokesman. A Presidential conference with such a group should be held as soon as possible. A sense of their mood is crucial to understanding the urgency of greater responsiveness to the black community.

4. Executive orders should be issued embodying federal recommendations to all state and local law enforcement agencies on the use of guns for crowd control. A specific recommendation is no loaded guns on campuses.

5. Appointment of a black Deputy Attorney General of unquestioned commitment to civil liberties to be responsible for investigations and recommendations for prosecutions of those responsible for the killing of unarmed citizens and to monitor the use of law enforcement assistance.

6. An immediate and comprehensive review of the budget proposals for fiscal 1972 be undertaken to increase the funding of all those programs most responsive to improving the educational institutions of black Americans and that strengthen the overall internal life of the black community across the nation.

We trust our comments have defined the special context within which the black college student views the other issues of importance, Vietnam and Cambodia, and the large proportion of our national energies devoted to militarism. Our final hope is that a new window has been furnished you through which you can view the reality of whether the nation is being brought together.

NATIONAL ASSOCIATION FOR
EQUAL OPPORTUNITY
IN HIGHER EDUCATION

1527 New Hampshire Avenue, N.W. ● Washington, D. C. 20036 ● Telephone ● 202/232-0764

DELEGATION OF PRESIDENTS FROM THE NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION WHICH MET WITH PRESIDENT RICHARD M. NIXON

May 20, 1970

Dr. Herman Branson, President, Central State University, Wilberforce, Ohio
Dr. James E. Cheek, President, Howard University, Washington, D.C.
Dr. Milton Curry, President, Bishop College, Dallas, Texas
Dr. Lewis C. Dowdy, President, North Carolina A. & T. State University, Greensboro, North Carolina
Dr. Lloyd Elam, President, Meharry Medical College, Nashville, Tennessee
Dr. Hugh Gloster, President, Morehouse College, Atlanta, Georgia
Dr. Bernard W. Harleston, Acting President, Lincoln University, Lincoln University, Pennsylvania
Dr. Martin D. Jenkins, President, Morgan State College, Baltimore, Maryland
Dr. James Lawson, President, Fisk University, Nashville, Tennessee
Dr. Herman Long, President, Talladega College, Talladega, Alabama
Dr. M. Maceo Nance, President, South Carolina State College, Orangeburg, South Carolina
Dr. G. Leon Netterville, President, Southern University, Baton Rouge, Louisiana
Dr. John Peoples, President, Jackson State College, Jackson, Mississippi
Dr. Benjamin Perry, President, Florida A. & M. University, Tallahassee, Florida
Dr. J. Louis Stokes, President, Utica Junior College, Utica, Mississippi

OFFICERS: *President*, Dr. Vivian Henderson, Clark College (Ga.); *Vice President*, Dr. Herman Branson, Central State University (Ohio); *Vice President*, Dr. Herman Long, Talladega College (Ala.); *Vice President*, Dr. J. Louis Stokes, Utica Junior College (Miss.); *Secretary*, Dr. Milton Curry, Jr., Bishop College (Tex.); *Treasurer*, Dr. G. Leon Netterville, Southern University (La.). **DIRECTORS:** Dr. Broadus Butler, Dillard University (La.); Dr. James Cheek, Howard University (D.C.); Dr. Lewis Dowdy, N.C. A&T State University (N.C.); Dr. Lloyd C. Elam, Meharry Medical College (Tenn.); Dr. Hugh Gloster, Morehouse College (Ga.); Dr. Martin Jenkins, Morgan State College (Md.); Dr. James Lawson, Fisk University (Tenn.); Dr. Lionel Newsom, Johnson C. Smith University (N.C.); Dr. Benjamin Perry, Florida A&M University (Fla.); Dr. Lucius Pitts, Miles College (Ala.); Dr. Granville Sawyer, Texas Southern University (Tex.); Dr. Walter Washington, Alcorn A&M University (Miss.); Dr. Albert Whiting, North Carolina Central University (N.C.).

Black Colleges Produce Over 70 Percent of the Black College Graduates in America

Dr. BUTLER. I don't have a prepared statement to put into the record. I was here primarily to bring attention to the historical circumstance to which we make address.

Senator PELL. Going back to the testimony of Dr. Long, where you said there were, I think, 80 Negroes in the civil service with grades of GS–14 and above, I think those figures are not correct and they should be corrected for the record.

Dr. BLAKE. It is a sample of 80. It is not a total population. We have a sample of 80 of the people who are at that level.

Senator PELL. I have misread the statement, then.

Dr. BLAKE. It is not the total population.

Senator PELL. The fact of the matter is that there are still far too small a number, but out of the 75,000-odd in the United States, 1,100 qualify.

AFRO STUDIES

What is the opinion of any of the panel concerning centers of Afro studies in the white universities or the general universities? I hear mixed reports on them. I am interested in your own views. Do you have Afro study centers in your colleges? Do you think they are a good thing, a bad thing, what are your views?

Dr. BLAKE. I think there should be some attention drawn to the statement from Tuskegee in which they look at what is happening in terms of private support for this kind of activity. Again, you find the same kind of pattern developing; that is, that there seems to be a tendency—it is more than a tendency; it is an established fact—that a lot of this kind of activity is being established with private funds which go to the predominantly white institutions. Whereas black institutions have, in many instances, many more resources for this particular area, have been involved in activities in this general area but have not called it "black studies," "Afro-American studies" and so on but that they have had resources, they have had some of the outstanding scholars, still have some of the outstanding scholars in these particular academic areas in these institutions.

But to develop something called the black studies and Afro-American program in this current new context has been done in predominantly white institutions, primarily as a result of funds from private philanthropy.

I would say, one, there are programs in these institutions. They have not been able to develop these programs as they would like in terms of the new demands coming in these areas from the young black youth, primarily because the pattern of support is very difficult to secure in these particular schools.

DEFINITION OF BLACK COLLEGES

Senator PELL. When you refer to "black colleges," are those the colleges which have few white students in them, that are over 90-percent black? Is that the rule of thumb?

Dr. BLAKE. No, it is not the rule of thumb.

Dr. LONG. I used the phrase—and I argue with my friends—I think it is the best phrase, the historic Negro institutions or black institutions in the sense that historically their role has been to serve this population, the population that could not get into American higher education, for which, at the beginning, there were no resources for

them. They have continued, in essence, a historic role in American higher education.

BLACK ISOLATION

Senator PELL. I happened to be at Jackson State College a couple of weeks ago. I asked some of the students there if they had white members in the undergraduate body. They indicated they did, but nobody had any idea if it was two or three or a larger number.

Having children who have been going to college for the last—it almost seems an infinite number of years—I have noticed, while visiting them at predominantly white institutions, an increasing polarization in the student body. The blacks used to room with the whites, eat together, and were scattered throughout the student population. In the last couple of years, there has been an isolation process, almost a sort of reverse segregation, with the black students staying very much to themselves.

This, I think, is very wrong. It has distressed me. I am wondering if the same thing is true of the white students who go to the black institutions. Do they go into this reverse segregation?

Dr. BUTLER. Mr. Chairman, I have two papers on this subject. I think I might leave them with this committee. I am a member of the National Executive Committee of the Association for the Study of Negro Life and History, which is the oldest organization in this field. It has been in existence since 1916. It has published continuously the Journal of Negro History and the Negro History Bulletin.

Senator PELL. What is its name?

Dr. BUTLER. The Association for the Study of Negro Life and History, founded by Dr. Carter G. Woodson right here in Washington, D.C.

There has been a continuing concern by Negro scholars that the proper interpretation of the role of the American Negro in the development of this Nation has never been rendered in American scholarship. As a matter of fact, it has been specifically avoided by historians, sociologists, and others.

This association, along with the National Association for the Advancement of Colored People were really in the vanguard for the inclusion of this information in the regular content of all of the areas of subject matter to which this is related; that is, history, literature, poetry, music, the arts, social science fields.

In the years 1960–63, primarily, there was a concerted effort to bring about legislation to force school boards not to use history books which did not have a proper representation of this participation. The city of Detroit and the State of Michigan took first initiatives in this—I won't say "first" because there is always somebody who will say, "We did it before that." But the point is that there was a significant move in Michigan.

Subsequently, many school boards—at Wilmington, Del.; Washington, D.C., and others—began to develop supplements in order to begin to include Negro history in the secondary and elementary systems until such times as the publishers could be required to do this. Some of these school boards were under contracts. A book is contracted for a period of 4 or 5 years by some school boards, and they must wait until the contract renewal time to change a textbook.

This was the excuse at that time. But at the same time, these supplements were developed, and many of us had a participation in the development of these supplements.

But in 1966, a peculiar turn came about in this. When the publishers finally were forced into the field it became a matter of economics rather than a matter of academic commitment. Then the economic interest began to change the terminology, not only in the publishing firms, but the universities and among scholars and writers. They no longer said "Negro history," "Negro literature"; they began to establish black studies institutes, and such fiction which came up under a different aegis. They were as new to us as they were to you.

They became instruments of convenience in major institutions which had the added convenience of becoming new segregation and alienation devices, not only among Negro students but among all students. They became the focal point of a new segregation pattern.

We spent many years in the forties and in the fifties eliminating segregation on the major campuses of the Nation. Yet all of a sudden, black studies became a convenience by which the Negro students themselves began to be the instruments for the resegregation of major institutions.

The backlash which they have caused has come to us in the small institutions of the South in the name of "the black university" or "the black college," and we must now be "the black this, the black that, and the black the other."

This didn't originate with us, nor are the people who are doing this those who really represent the best interests of these institutions or the Nation.

The first instance of this, the first major instance of this, occurred as a byproduct of the Berkeley University incident. That problem came from Berkeley to Howard within 1 year. You will remember the 1964 Berkeley incident and the effort that started with an NAACP protest against the hotel in San Francisco. This began to be interpreted as political activity, and this thing brought a peculiar kind of combination of extreme rightwing students and extreme leftwing students who forgot the Negro kids altogether and started their own interests. The free speech movement, the New Left, and all of this kind of thing began to be the address at that time. New names came into the picture.

The next year, by peculiar circumstance, they began to try to organize something with a Negro identification. That is where they began to try to organize the so-called W. E. B. Dubois Clubs. They did not succeed among Negroes. But a thrust was made at Howard University here which didn't succeed at that time, but which did result in the establishment of "Black Studies Institute" at San Francisco State.

At the same time, there was a development at Northwestern University in Evanston, under—I don't know what kind of aegis you call it—the Negro students asked for segregation. They asked to be segregated.

Suddenly this thing began to spread, primarily in the major universities. Now we are inheriting all of this. There are severe pressures upon us to eliminate white faculty and to make the institutions racially segregated, a situation which we have not ever faced before.

I think that this is serious. It is serious to them, and it is serious to us. It is serious from the standpoint of scholarship; it is serious from the standpoint of what the Nation should be doing at this time in its national life.

Senator PELL. In the case of the general institutions, the desire for self-segregation seems to be with the black students.

Dr. BUTLER. The desire is not necessarily with them; it is being articulated by them.

Senator PELL. At any rate, it is there. But in the black institutions, in the Negro colleges, 1 is there a tendency toward the segregation of the whites; and, 2 is it being articulated by the white students or by the blacks, if it occurs? I don't even know if it occurs.

Dr. BUTLER. Some of the strongest black militants on the Negro college campuses are white students.

Senator PELL. That still doesn't answer my question. Do the white students eat by themselves or do they eat all together?

Dr. LONG. As a matter of fact, we don't know. We don't want to talk impressionistically about this, Senator. It is a very complex psychological, and sociological phenomenon. There are many reasons to explain, but not to justify, where there seems to be apparent self-segregation on the part of Negroes on the white campuses. We are not sure about what takes place on ours.

Senator PELL. I am familiar with the student body at Brown since my son graduated this year. I have noticed in 4 years the difference in the way the black students there comport themselves as far as who their friends are, where they live and eat. It has upset me.

Dr. OWENS. Mr. Chairman, the frustration which motivates and initiates the kind of activity that you deplore, and we all deplore, is that for, I suppose, most of the history of American higher education, it has been said to black students that they must forget all of their experiences, all of their lessons learned through their experiences, and adopt the majority life style, the majority everything.

I applaud the concern and the efforts of the young black people to now say to the world that "I come to you as I am, and I like my life style, but I am here to get the skills and the preparation that will permit me and enable me to relate to other people."

This is the frustration, even at the predominantly white institutions. There is great pressure on the black students to accept another life style, which he feels, and he feels his own life style is valid, and he doesn't have to wash himself white as snow and then come and let the university or the college then make him someone else.

Senator DOMINICK. That is not what the Senator is talking about. Let me give you an example which, although minor in importance, seems to characterize the whole problem. My daughter attended Sarah Lawrence. She is now teaching out in Denver. She had a lot of friends amongst the blacks. A lot of them came down and visited with us and so on.

The population of blacks in the Sarah Lawrence area increased appreciably during my daughter's later years there. She was in the cafeteria one day and someone had turned the record-player up so you couldn't hear yourself think. She went over and asked a group of blacks if they would mind turning it down a little. One of them got up, without saying anything, and kicked her in the shins. The whole

attitude was totally different. This is just personal relationships. All of a sudden everybody is hostile.

Dr. OWENS. There was an incident similar to that at Brown, where some white professors were playing tennis on the tennis court. A couple of black youth came on the court on one end of it where they were playing and bouncing a basketball and having some sort of a basketball game activity. They did this, and the professors ignored them. They took the position that they were ignored just as black people have in the society been ignored, not even recognized, invisible.

There are these frustrations because the broader American higher education has imposed, has tended to impose on black Americans a life style and a set of values.

Senator DOMINICK. If you keep that up on both sides, we will be in a position where nobody is going to be able to get along or understand anybody else.

Dr. BLAKE. I would like to enter into the record that black youth or black people in America have not just now become angry or hostile toward white people. I must put that in the record. They have always felt that way. It was a justifiable and accurate feeling based on how they were supposed to feel, based on how they were treated in the society.

The difference that we see now is not a new hostility or a new anger. What we see now is an open expression of justifiable anger and hostility toward being shut out as a human being in the American society.

The second point I would make is this: The institutions in America, the white institutions in American higher education, do not have a history generally of being hospitable to black Americans. This is a very recent development. I heard Carl Rowan, the distinguished syndicated columnist, former Government official and Ambassador, recount how as late as World War II, in the same institution, Northwestern, he could not take his training as a Naval officer at that university because they wouldn't allow him to live in the dormitories with the other young people. This is Northwestern, Evanston, Ill., World War II, in America. That was supposedly one of the more enlightened kinds of institutions, not the University of Mississippi.

The third point, then, is that we are working our way through a whole transitional period in relationship to those two issues; one, that the young people no longer feel, as in earlier generations, that they have to hold in the honest feelings that they have on the basis of their current and historical treatment. Hopefully, that will work itself through and we will go to some other way of operation.

The second point which I think should be very clear is that the young black youth should not be characterized in any shape, form, or fashion as if they are the creators of the polarization which is occurring. I think that lets the institutional life of the country off the hook. There is something inside an institution and the way it operates which gives signals to young people, which in turn leads them to feel that they should react the way that you are describing.

The question which has to be asked: Is the institution of higher education at Sarah Lawrence or Brown reacting the same way to larger numbers of black youth that it was reacting to with one or two or three or four enrolled in their midst? Both of these questions have to be asked.

It has been my experience in my visits on black college campuses that there is a kind of supportive structure inside these institutions for a kind of interaction between black and white students. It has been my experience that the smaller numbers of white students that I have seen on college campuses are moving and are a part of the campus life of the institutions in which they enroll.

One of the factors which helps to account for this is that there are, particularly in the private schools, significant numbers of white faculty on the faculties of these institutions, which in turn can help to be supportive to these students in the life of the institution.

In our major white institutions, it is still a rarity to see any significant number of black faculty in these institutions to in turn help be supportive of these young people, to help interpret the problems that these young people are having inside the institutional structure to help break down the kinds of things you are talking about.

So I think these things have to be put in the record so we don't leave it here that there is some mysterious process at work which is resulting in this kind of polarization. I think that when the institutional life of the country has worked out its problems, then you will see the young people inside these institutions working out their problems.

I don't think you can place the responsibility on young black youth for working their way through an institutional pattern—that is, where schools have shut them out, where schools are ambivalent about their presence, where they don't know how many black students they have, they don't really know what they are supposed to do in terms of changing anything inside the institutional life because they have larger numbers of black students on their campuses.

Senator PELL. I appreciate your view. We have different ideas. You may well be right. I realize that the youngsters who are in college are very conscious of the injustices and the wrongs and the horrors of the past, but I do feel that when you look in the refectory and see the drift to one table, that it is pretty self-motivated.

FACULTY

You mentioned there weren't enough faculty members who are black at the predominantly white school.

In connection with the professors in the predominantly or the historically Negro colleges, do you find you are losing professors to the rich universities who are trying to satisfy the black communities in their campuses by having a larger proportion of black professors? Is this a problem you face?

Dr. LONG. Certainly. Some of our best professors and less-dedicated professors—it sounds like a contradiction, but it is not; some of our best are less-dedicated professors—are leaving to go to the white institutions, largely drawing them toward so-called black studies programs on those campuses. That is the primary reason why they are going in the numbers that they are going in now.

This again reflects the basic problem of these institutions in maintaining their strength, their integrity, their program, at the same time carrying the major burden of the Nation in terms of the education of the black students. It is one facet of it.

Dr. OWENS. Some of our worst professors are going also. Some of the white universities are recruiting them so fast they don't even check for references. A couple of them I have been glad to see go.

COMMENTS

Senator PELL. Is there anything else we can do to help this problem from the legislative end? Is there any suggestion you might have?

Dr. OWENS. Yes. If we can have institutional grants to quickly multiply the supply, I think it is a short-term problem, that once we have the resources to multiply efforts in production, that we will have enough to go around.

Dr. BLAKE. I would make a second point that is more specific than that. I think there is a mood now in terms of an evaluation of support programs for graduate and professional training, through NSF, through National Defense Acts, traineeships, and so on. These programs are being sharply cut now on the supposition that they have been effective and that now there is an oversupply in some areas of highly trained and highly educated personnel, for example in science and engineering.

I think that those specific programs should not be cut, that the funds should be left in those programs and some way found to redirect that funds in those programs toward the minority and disadvantaged population; because again, you have the closeout, where you have an oversupply of people in science and engineering, whereas the Ford Foundation did a study of Ph. D. people who were moving through our largest Ph. D.-producing institutions. They found less than 40 black Ph. D.'s in fields of science and engineering and so on in the entire country.

So that in those specific programs, I think that you have a special opportunity to give a big boost to the whole business of a larger pool of professionally trained people among minority disadvantaged groups so that you don't in the sense do an injustice to, say, the historically Negro colleges by raiding their faculty, because traditionally again these colleges represented a place where highly trained and well-qualified academics could work and could teach in their specialties.

There was no particular desire or interest, it appeared, in many of the predominantly white institutions to take on a black professor in their faculty ranks and so on. Now that they have opened up, they are going to the places where these people have traditionally found a place to work. We have a problem of supply and demand.

These fellowship and trainee programs are very important, because we were saying about 20,000 graduates, about 17,000–18,000 baccalaureate degree holders exist. These students come from low-income families. This is a point that has to be made. They fell under a great deal of pressure, as soon as they achieve their college degree, to go to work.

One reason they want to go to work is that they often have younger brothers and sisters that they want to help. I gave a commencement address at two colleges in Alabama this year—Stillman College and Miles College. I talked to the girl who was the ranking student at Stillman College in Alabama.

She was in a family of 11 children with a mother, no father. Out of that family, she is now the sixth college graduate out of 11, in the State of Albama, in a family without a father.

She has a graduate fellowship. I talked to her. I said, "What would have happened to you, being the ranking student, if you did not have full support to go to graduate school?" She said, "I would have to go to work, because I have a brother graduating from high school this year, and he has to go to college, and we need some more people to help."

So I am saying, without heavy support for graduate work for these young people, many of them will chose to go into the labor market and say, "I will go back to school later," and they never get back.

We need more money in these programs and redirected with some formula to say low-income, minority, disadvantaged students, to get them into the flow to help meet this problem.

FUNDRAISING

Senator PELL. Do you find that the fundraising from private sources has been hurt because of the unrest in the last couple of years, both black and white student unrest?

Dr. LONG. Not as yet. The difficulty is, we have not been getting enough of them all along. The Negro college fund last year has raised the largest amount of money that it has ever raised—$6,800,000. We expected it to be a low year. But it was better than we anticipated.

Senator PELL. Do your alumni contribute?

Dr. LONG. The alumni contribute on the average of about $25,000 a year, which is fairly significant for them.

Dr. BUTLER. When you talk about the UNCF and its effort for 36 colleges you talk about a national campaign where everybody talks about the UNCF but thinks that the level of giving ought to be at the level of $5 million, or something of that sort for 36 institutions. Foundations are giving more than $6 million to single institutions for such things as distinguished professorships.

Whenever the question is asked about alumni, it always poses another kind of dilemma to us. We are talking about young people, as Dr. Blake just described, whose first responsibility is to try to get into the labor market. Most of these young people are now going out with large NDEA loans and other forms of debts, which they must pay back. The poorer the student, the more he has to borrow in order to get through college, and he faces a larger borrowing propositon if he is pushed on into graduate and professional school.

The older alumni are like those parents that he is talking about. They are trying to get these children eduacted, and they just don't have the kind of reserve to engage in the philanthropy that others engage in, particularly to respond financially to our institutions.

Dr. LONG. Mr. Chairman, I realize we are pretty near the end of the hearing. Would you permit me to make one mention of your own bill?

Senator PELL. Yes, I will be delighted. That is, I hope I will be delighted.

S. 5366

Dr. LONG. I hope you will, too. I am referring to S. 5366, which proposes to establish a scholarship program, a national scholarship pro-

gram. I think it is a good bill. I think it is aimed at a very important national need. The aspect of it which concerns me again deals with the formula. When you ask the question as to whether or not we are using talent search or some other piece of legislation to the degree that these are sources that come into the colleges, sometimes the deficiency is not just in the administration of the program. It oftentimes relates to an omission, an oversight within the bill itself.

Your bill provides an equitable basis of distribution of funds to the States. My concern comes at that point which relates to equity within the State distributions. Whereas, you have built in certain provisions which take into account the number of high school graduates, et cetera, which would be uniform.

Your bill does not specify, as I think it should, that whatever the formula is used within the State, it should be based upon—that is, the allocation of scholarships, the number of scholarships, should be allocated in proportion to the significant proportions of minority group students. Here you get to the racial designations, by and large.

In other words, if 25 percent of the students graduating from high school in Alabama, Senator, are Negroes, and there has to be a Federal scholarship program, and decisions and selections will be made within the confines of the bill, I would urge a consideration in the interest of equity that you build in this kind of protection so that you do get equitable participation within the provisions and resources of the act.

Senator PELL. I hate to see any reference to minority groups built into legislation, and I think the courts might also have a view in that regard.

I think perhaps the best way is the basic approach. These grants are of a matter of right, period, end. So there is no allocation among the students. I think if you read the bill closely, it is an entitlement, and this is one of the reasons why I quite understand both President Johnson's and President Nixon's administration opposition—because it gives these grants as a matter or right to any students who are in their first 2 years of college.

I see your point, which is leading into the thought that 14 years of public education is everybody's right, as opposed to only 12. I think your point is well taken. I am afraid, because of the expense of this bill, it is very unlikely to be considered and will be passed over, to my great regret, at this time.

S. 1969

At this point, I am trying to push more in the direction of an educational grant program in which students would receive the difference between the income taxes paid and $1,200, with an institutional grant of $1,000. This would cost considerably less and also put the emphasis in the lowest quartile.

EFFECT OF STUDENT UNREST

Dr. OWENS. Earlier, Senator Dominick said he thought there was little likelihood that his institutional support bill would be passed because of the concern of his constituency about the student unrest and destruction on campuses. Do you feel that is a problem for the passage of your proposal, too—the unrest on campus, destruction on campus?

Senator PELL. I think the destruction on campus can have an effect on all of our higher education legislation, not just mine or anybody else's. It is one of the political decisions we have to make as to when we move ahead on the higher education bill. I don't know what the mood in the country will be. Every time one of these incidents happens, there is a tremendous backlash of public opinion out of all proportion, because the incidents that have occurred have been very few in the country as a whole, but these few are very well publicized.

In your institutions, there have been virtually very few, except for Jackson State and the tragedy that occurred in South Carolina. Will there be more incidents of this sort at general colleges, predominantly white colleges, than at yours?

Dr. BUTLER. I think the important thing in this respect is that there are about 2,500 institutions in the Nation now, and the total number of these incidents doesn't account for more than 175 or 200. There are still 2,300 institutions which have not had these kinds of incidents to occur even during this period of violence. But you are going to have it spreading to more of them.

We just had a meeting last week, two meetings last week, in which it is becoming increasingly evident to us that particularly at our institutions—I wish I could communicate to you some of the information that we are receiving—that organized efforts are aimed at the destruction of—not only the destruction of the academic programs as they now are but at the physical destruction of the institutions, to create more of these kinds of reinforcing incidents.

Senator PELL. Organized by whom, or how?

Dr. BUTLER. This is as complex as everything else. There is a number of interests involved in this. There are strong supports for whatever in the nature of disruption or destruction gets going. The supports do not come out of one particular interest. I don't like to take up too much time with these things. But they are complex.

Senator PELL. But organized by whom and how?

Dr. BUTLER. Let me give you an illustration. I have been in two riots, been in cities where two riots occurred. One of them was a racial riot, and the other, I call it something else. I have tried to analyze these things. Something happened in the city of Detroit in 1967. The interesting thing about the city of Detroit is that there were 103 human relation organizations, all of them pretty active, and Detroit was moving in a good direction during that period.

All of a sudden something happened out of the clear blue. Nobody can yet say who were the organizers or how it got started. But everybody knows that once it got started, there was a large number of vested interests in ramifying it, and it did become broadly ramified.

The interests which we could spot in this had nothing to do with the terminology that was being used. For example, most of the occurrences were not in a ghetto. The thing started in a block near the homes of some of the wealthiest people and in one of the most integrated sections of the city of Detroit. But there is a street which goes through there which has depresesed business usages. The initial incident was associated with a gambling raid, not with a racial incident. Even to date no one mentioned the people who were caught in the raid on the gambling establishment, which was also integrated. Moreover,

some arson racketeering had been going on for 2 or 3 years at that time in Detroit.

Senator PELL. What groups? Could you be specific?

Dr. BUTLER. When you come into this kind of thing, groups come in with different names. I go all the way back to the Berkeley incident and how the free speech movement occurred. I go back to Timothy Leary at Harvard and the dignifying of drug abuse, dignifying of the drug phenomenon. There has been a very complex development of new movements, most of them associated with affluence, not with poverty, but they use poverty symbolism to exploit the frustration potential that is inherent in that symbolism.

Senator PELL. Forgive me because time is moving on. Could you tell me what groups you think are active in organizing this kind of unrest?

Dr. BUTLER. I really don't feel that I am in a position to answer a lawsuit for which there would be no protection for either me or my institution in making such identifications.

Senator DOMINICK. As a defense lawyer, I would recommend that you do not answer that yet.

Dr. LONG. I might say, Mr. Chairman, that it should be reasonably easy for the Federal Government, through invstigative sources, to investigate and identify the groups, the positions they take, the plans which they are proposing, as well as the leadership involved.

Dr. BUTLER. Your agencies have this information. Incidentally, we have had excellent cooperation from the agencies. But we also know that they have the information.

Senator DOMINICK. We had the information in the November peace march. We knew exactly what they were going to do, and we knew months ahead of time. We couldn't convince anybody. Nobody would believe it.

Dr. BUTLER. There is another problem. Having the information isn't sufficient. You cannot generate the pattern which will protect your institution when the institution becomes the target; not even among your own students and faculty can we do this. It has become a kind of national entertainment, really. I don't mean to diminish the seriousness of it. But people always feel that this is something that ought to happen "but it ought to happen somewhere else where I can be the observer rather than the participant."

Dr. OWENS. I would urge that the Congress not punish all of the students of higher education. In fact, it appears to me to be somewhat shortsighted that the bills for aid to education are being stymied for the majority of the country, the majority of the people, because of these incidents. It is rather shortsighted for the future growth and development of our country.

Last year the delay in approving the moneys for student financial aid, which caused all of us some problems, we feel were punitive against all of the students because of this unrest.

I think we feel that the unrest basically is the war that needs to be brought to a quick end. This seems to me to be at the root of many of our problems.

Senator PELL. There is campus unrest in the countries abroad, including the Soviet Union, where the war is not involved. But I think the war is part of it.

Dr. OWENS. It is a basic part of our problem here. But it disturbs me that there appears to be punitive action to the whole of students enrolled in colleges and universities now because of these incidents. We are stymieing the growth of the country.

Senator PELL. I agree with you as far as the stymieing of the growth in the country.

S. 3636

The administration higher education bill, S. 3636, is ostensibly designed to make college more available to the poorer people and to minority groups. Do you believe the bill will have that effect if enacted? Do you support it, oppose it?

Dr. LONG. I made one reference to the student aid aspects of that bill, in which regard we think the bill is inadequate. I believe that the formula, the basic concept is sound.

Senator PELL. Do you believe in that approach? Do you think that this is correct, or do you think it is incorrect?

Dr. LONG. We think, No. 1, that the total amount of funds allocated for student aid will be inadequate. We think, too, that a maximum of $1,400 for a student from a family of $3,000 income—including loans, grants, and everything else—is inadequate. We think it is inadequate probably because it was aimed at the junior college level of expense and not the 4-year college level of expense.

As a matter of fact, the present Federal program of student financial aid will permit aid to students far above $1,400 currently, to go up to $2,400 or $2,500, so that you have got a significant gap there if you address it to students who come from the lowest income families, just using the $3,000 category alone, a gap that has to be met somehow or other.

You have to assume that students that are this poor their families won't have any money to send them to college.

So I think in those respects we think it is inadequate. We are concerned that in the allocation of funds for guaranteed loans as against grants, that the amount of money that is provided for each of these categories does not put a heavier emphasis upon the loan program to the point where the grant program will suffer. We are very much concerned about that kind of matter.

We are very much concerned, fourthly, that the bill contain a clear-cut provision which eliminates matching fund requirements by these institutions.

Our own college, we have had to spend $133,000 which we get from ourselves in order to provide student financial aid funds for these students. The poor institutions are paying to aid poor students. We don't think that this requirement should be in the bill. There should be some protection in the bill at this point.

Senator PELL. Thank you all very much indeed for very interesting testimony. If we have any further questions, may we feel free to submit them to you in writing and get the benefit of your views?

I thank you all for being here.

(The following statements and information were subsequently submitted for the record:)

TESTIMONY BEFORE THE SUBCOMMITTEE ON EDUCATION
OF THE U.S. SENATE COMMITTEE ON LABOR AND
PUBLIC WELFARE, June 19, 1970

By: Dr. Herman H. Long, Vice President
National Association for Equal Opportunity
in Higher Education, President, United Negro
College Fund, and President, Talladega College,
Talladega, Alabama

Gentlemen:

I speak to you today as representative of the NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION, an organization created within the past year for the purpose of speaking as a single voice in behalf of the historically Negro private and public institutions of higher learning. It is of singular importance to the national interest that these institutions are currently serving the largest number of black young people who are enrolled in college degree programs in the nation. There are 111 institutions in this category--68 private and 43 public. And although they are largely located in the southern and border states, some 40 percent of their students come from the north and west. They are, therefore, national in the scope of their educational service. And in ways which I hope to indicate later, they bear an especially unique and profoundly strategic interest to the national and public welfare. By

that token, my colleagues and I claim that these institutions should rightfully be considered by Congress, the President, and all major policy-making agencies for higher education at the national level, as an essential national resource.

Most of these institutions were created during the period following Emancipation, and for a period of more than a hundred years, they have carried brunt of national responsibility for the higher education of black young people. In discharging this important role, relatively isolated from the higher education community and widely neglected in quarters of federal and private financial support, they have nevertheless contributed a quality of strength and stability to the life of the nation which can hardly be assessed. For both the past and the present, we believe that the nation remains deeply in their debt.

In the major pieces of educational legislation enacted by Congress during the past five or more years, and in the pronouncements of the President of the United States, there is explicity commitment to a national goal of equal opportunity in education. It is to this fundamental policy that our concerns are addressed. Despite the important

gains which have been made in recent years, the achievement of the national purpose in this regard remain tragically short. We come to these considerations at a time of serious crisis in the life of the nation. A prominent element in that crisis is the old and continuing lack of opportunity for Negro and other minority segments of the population, living in a nation of great wealth, unable to find access to education and career fulfillment in the degree so widely enjoyed by others. Indeed, we believe that if special effort is not now made to address this need with bold forward steps, as Congress presently has the opportunity to do in considering legislation which will set the fundamental direction and means of national attack, the goal of equal opportunity will recede even more within the next five years. This is a period crucial to the expectations of young people who are black and to the hopes of the poor of all skin colors and nationality backgrounds. We speak, therefore, to the special implications of the crisis in national life involving the group of institutions of higher learning which occupy a pivotal role in providing paths of access into the American opportunity system for the nation's Negro citizens.

Entry to Higher Education

For the major part of the past 100 years in American life, almost all Negroes who received a college education found that opportunity in the historic black institutions. Today, better than half of the Negro young people in college are being served by these institutions. As of the fall of 1968, reports indicate that there were around 300,000 Negro young people enrolled in the predominantly black colleges and universities. But since the purpose of higher education is to provide career and employment preparation, graduation from college is an even more significant indication of access to opportunity. In this regard, according to figures provided by the Institute for Services to Education, the contribution of the historic Negro institutions is even more significant. The 1968 data show that these institutions produced 80 percent of all black youth who received a baccalaureate degree in 1968 (17,242 of 21,700 degrees). If post-graduate programs are added to the picture, including M.A.'s and first professional degrees in Medicine, Law, Pharmacy, Dentistry and Architecture, the black institutions produced for the same year 7 out of every 10 Negro graduates.

Beyond carrying the major role in enrolling and graduating Negro young people, it should be emphasized further that these institutions are able, through these services, to contribute to the manpower and leadership resources of the nation in a measure that is incalculable. Assuming a round figure of some 20,000 graduates for the most recent academic year who will earn an average of about $7,000 upon entry of their first jobs, approximately 140 million dollars will be added to the nation's productive wealth and its economy. And when it is considered that these students represented families with an average income of only $3,900 and that 2 out of 3 earned less than $5,200, the contribution of these colleges to the nation's welfare assumes major and strategic proportions. In other words, during a period of four years, these institutions are able to almost double the productive income of a large segment of youth who come from the poorest and most disadvantaged levels of the nation's citizenry. Indeed, the solution to the elimination of problems of poverty and dependency, perpetuated with successive generations of families, basically lies within the processes of education and training though certainly not exclusively.

It is important to add to this picture a brief word about the contribution of these institutions to leadership resources of the nation, for their graduates, in addition to serving in significant ways to the strengthening of the Negro community, also provide a leadership which transcends racial lines and enriches the common life. According to information from the Institute for Services to Education, at least three-fourths of the 5,594 black officers now on active duty in the armed services of the United States are graduates of Negro colleges and universities, and among the 80 federal officials serving at GS 14 to Cabinet level, 64 percent came from the historic Negro institutions. In this category are such distinguished servants to all of the people of the country as Robert J. Brown, Special Assistant to the President; James Farmer, Assistant Secretary of the Department of Health, Education and Welfare; Elizabeth Koontz, Director of the Women's Bureau of the Department of Labor; Samuel Adams, Director in the Africa Division of the State Department; and Thurgood Marshall, Justice of the United States Supreme Court, among others.

Further, in the Congress of the United States, four of the nine black representatives of the House either attended or graduated

from Negro colleges. And in the legislative bodies of the states, 64 percent of the representatives with college level background attended Negro colleges, and this includes legislatures in the states of Connecticut, Wisconsin, New Jersey, Kansas, Illinois, and Michigan. Moreover, in the southern part of the country, the men and women who have risen to places of broad public service in the realm of political life almost come entirely from the historic Negro institutions of higher learning.

And when one looks at the level of the professions, the record is equally noteworthy. Three-fourths of all black scholars who have earned the highest possible academic degree, the Phd, and 80 percent of the black physicians and dentists of America were produced by the Negro institutions. Even though entry by young black men and women to medical education has broadened in recent years, two Negro institutions--Meharry in Nashville, Tennessee and Howard University in Washington, D.C., still account for 68 percent of black young people currently being trained.

The Unfinished Task

These comments indicate the important nature and scope of service which these institutions have been able to render. Their role

will undoubtedly be of essential importance in the near and longer-distant future, and especially if the nation is to undertake the urgent task of equalizing educational opportunity for those who are poor and black. The basic formula boil down to a rather clear imperative: if the nation's youth from black, poor and other minority segments of its citizens are to have equality of opportunity in higher education, they must receive access to our colleges and universities at the same rates as their more fortunate age-group peers who are white and more economically affluent. The gap in access is tragically wide, and every possible effort must be made at national levels to close this gap in the immediate future.

While there were about 300,000 black young men and women in college degree programs in 1968, if they were in college in the Negro proportion to total population, some 811,000 of them would presently be in higher educational institutions. On the basis of age-group, where between 48 and 50 percent of white youth are in college and Negroes are only half the white proportion, the present number of Negro youth in college would be 600,000 if the rates were equalized. Whatever base of comparison is used, however, the present opportunity deficit

in higher education for Negro youth is measured by some one half million in one instance and 300,000 in another.

And looking ahead just a few years to the year 1975, the task confronting the nation will be substantially greater. At that time, based upon population percentage, there should be 1.3 million Negro youth in college instead of the present 300,000. Thus, if higher educational opportunity is to be equalized, access rates for black and poor youngsters needs to be accelerated by three or four times. By 1975, some 319,000 black college freshman should be entering high education, and this number is greater than the total number of Negro youth presently in all institutions of the nation and double the number in black colleges and universities. Places must be found for them in both white and black institutions, and, given the historic role of the Negro colleges and their base within the Negro community, the support needs from federal and other resources will be inestimably greater for the black institutions if they are to be aided in carrying even their present share of the load. Anything which delays substantial increase in access to higher education for the nation's poor and black youth in the years just ahead will prolong inequities in the society

for another four decades beyond the 1970's. We cannot allow this to happen, in the nation's own best interest, or, indeed for the sake of humanity.

A Few General Proposals

What I should like to impress upon the members of the committee on education and indeed the Senate at large is the historic Negro colleges have been, are, and will remain in the foreseeable future the major force in the nation for the integration of black people into all levels of American, and the strategic and immediate instrument for providing equal access to higher education for young people who are black and poor. My colleagues and I, therefore, urge upon you the adoption of policies and educational measures which take this factor into prominent account in establishing appropriate priorities within the proposed legislation. By and large, we believe that present formulations, both in the House and Senate, are inadequate in this regard.

In broad outline, we propose that Congress enact legislation which would make available three basic resources for the higher education

of the nation's Negro and minority group youth and for the institutions which presently carry the major brunt of responsibility for their education:

(1) The provision of increased funds for student aid beyond the present levels of funds and in excess of the proposed maximum of $1400 in the formula for federal support to students of families of $3000 and below. This level is too low, largely because it is based upon a junior college rather than a four-year college model. At the same time, it is lower than the present maximums at which poor college students can be aided. In addition, the proposed legislation should clearly eliminate matching fund requirements for institutions which carry significant proportions (20 percent or better) of students from low income families.

(2) The establishment of a federal program of general institutional grants to all institutions, based upon the proportion of students which come from low income families. This can be considered a cost of education allowance which takes into account the disproportionate burden borne by institutions which carry large segments of students whose families either cannot provide any means of contributing to the payment of college expenses or can offer only nominal amounts of about 300 or 400 dollars.

(3) The continuation and extension of Title III of the Higher Education Act of 1965. This important resource has provided the largest single supply of federal funds directly available to the black institutions for program purposes. We earnestly suggest an increase in Title III funds in F-Y 1971 up to the 91 million dollar level included in the original legislation. Further, we urge that funds be earmarked for developing institutions which are now producing significant proportions of graduates from low income families--namely those whose income place them in the lowest quartile of the national income distribution.

A final suggestion concerns educational facilities and equipment support to these institutions. The McGrath report in 1965 on the predominantly Negro institutions indicated that although the colleges during the period between 1949 and 1962 were replacing their facilities, in terms of per student cost, at a rate about equal to the national average, they had to expend funds in excess of the national average for the maintenance and operation of their facilities. This unquestionably reflected the need to renovate older or poorly constructed buildings. It is obvious, therefore, in view of the load of responsibility carried by these institutions, that some relief is urgently needed.

What we suggest is essentially a formula which will make funds available through the Higher Education Facilities Act, as well as those under Title VI which involve equipment, more directly assessible to these institutions. We propose that if in any state a disproportionate

number of low-income youth are to be found in a given college, compared with the percentage normally enrolled either nationally or regionally, that institution would be made eligible for direct federal funding of facilities proposals over and above state by state allotments.

Let me thank you gentlemen, for this opportunity.

Herman H. Long

Talladega College
Talladega, Alabama

DR. HERMAN LONG

Vice President of the National Association for
Equal Opportunity in Higher Education
President of Talladega College, Talladega, Alabama
President of the United Negro College Fund

Degrees: A.B., Talladega College
M.A., Hartford Seminary
Ph.D., University of Michigan

Fellow in Sociology, Fisk University
Fellow, Rosenwald Fund
Fellow, General Education Board

STATEMENT OF THE BOARD OF DIRECTORS

OF

THE NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION

ON THE

HIGHER OPPORTUNITY ACT OF 1970

PRESENTED TO THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND WELFARE

OF THE

UNITED STATES SENATE

June 19, 1970

An unyielding commitment to some of the ideas that we will present below will do much to avoid a deepening polarization by class and race in the society.

The National Association for Equal Opportunity in Higher Education proposes to promote successful higher education programs for students from groups buffeted by the racism and exploitation and neglect of the economic, educational, and social institutions of the United States

The following points were made by the Board of the National Association for Equal Opportunity in Higher Education (NAFEO) in their meeting with Commissioner Allen.

The National Foundation on Higher Education: We recommended the establishment of such a foundation in our testimony before the Special Subcommittee on Education of the House of Representatives. We, therefore, strongly support its establishment. If its initial mandate is maintained as outlined by President Nixon, it will be a welcome new force in the field of higher education.

The National Foundation on Higher Education should give initial priority to those sub-groups of schools now producing a majority of their baccalaureate degree graduates from among low-income and minority group youth. Only 3.36 percent of the baccalaureate degrees went to blacks in 1968. That is 1/3 of what should be awarded. Black colleges were responsible for four out of five of those degrees. They are examples of a sub-group of schools that should have optimum opportunity to improve their effectiveness and give leadership in this area.

Great care should be given not to identify junior colleges as the major approach to the "post-secondary" education of black youth

under the career education concept. It is an unacceptable solution that a disproportionate number of black youth should enroll in junior colleges versus four year colleges. The record of transfer to four year colleges is not good for junior college students. A study by Robert Berls on Higher Education Opportunity for the Joint Eonomic Committee of the Congress indicated that two out of three freshmen who enter two year colleges in California do not return for the second year. The same proportion of black youth should be enrolling in four year degree granting institutions as white youth.

The shift to subsidized loans as the basic support mechanism for low-income youth may in the process of equalizing opportunity to enter college, result in unequal indebtedness upon leaving college. Educational opportunity grants should be used in the same way as a family contribution in order to equalize the loan indebtedness of low-income youth. Without such an arragnement, poor youth will avoid expensive schools, though qualified, in order to avoid a large debt. Even in a school of equal cost the poorer student is liable to incur greater indebtedness even with grants and work study available.

There is a gross under representation of minority groups in all of the professions. Specific funds should be continued for the NDEA fellowship program which is being abolished and emphasis given to enrolling minority groups in the professions. An alternative is to subsume the fellowships with the new National Foundation on Higher Education with specific funds earmarked to support them. This program could become a major vehicle for the graduate and professional training of low-income and minority groups. The black colleges are producing in excess of 17,000 baccalareate degrees a

year. A greater proportion can be encouraged to go to graduate and professional school with proper fellowships. They are already in debt from loans for their undergraduate education and want to enter the labor force immediately.

Whatever the merits of the consolidated program of Special Services, a program such as Upward Bound should not lose its identity. It has a record of solid accomplishment among poor and minority group youth. And in the current period, all such programs should be given the clearest possible support and continuation. In light of the distrust of this administration on the part of black youth, the name of a program that has an enrollment that is 55 percent black should not disappear.

One of the more encouraging proposals is the general institution support proposal of Congressman Quie. What is tragically missing is a formula which takes into account the greater needs of institutions enrolling and graduating a majority of minority group or low-income students. Superior educational services are needed to overcome some of the handicaps of inferior elementary and secondary school preparation. This is a way to avoid students being penalized for institutional failures. To say that students who graduate from inferior high schools in good standing are not "qualified" for colleges is to make equal opportunity a hollow slogan. Black colleges, for example, have had such a job for a century. If they had turned away so-called "unqualified" students, America's black community would approximate an underdeveloped country in Asia or Africa.

Greater emphasis must be given to the need for black college graduates. A greater input is needed at the levels of policy and

decision making in the public and private sector from black Americans. The Developing Institutions Program is most responsive to the black colleges that are producing most of the graduates. 74 percent of a sample of 1,000 Ph.D.'s graduated from black colleges. 64 percent of a sample of 80 government officials (G.S. 14 and above) graduated from black colleges.

An immediate recommendation for increasing the Developing Institution's appropriation from 34 to 90 million dollars as it is extended for five years would indicate a clear commitment of the importance of these institutions and their contribution to the society.

Authorization of funds express the real needs of education. It is hoped that the appropriations will approximate the authorizations in order that a more realistic job can be done in the various areas of higher education.

The elimination of work study grants for graduate students will be extremely destructive in those graduate schools which enroll large numbers of low-income and minority group youth. The traditionally Negro graduate schools would find it impossible to continue to salvage substantial numbers of talented black youth for graduate work.

SUPPORTIVE COMMENTS

The National Foundation on Higher Education and Other Provisions in the Bill.

It would be helpful, however, if some specific language emphasizing that initial priority (first five years) in the use of funds be given to those sub-groups of four-year degree granting schools already producing a majority of their graduates from among poor and minority group students and to junior colleges enrolling a majority of such students. More emphasis throughout the legislative proposals should be given to such a principle of "established productivity" in the area of equalizing educational attainment as well as opportunity. Such a principle spread throughout the proposals would:

1. Reward long term accomplishments predating the current emphasis on the disadvantaged, some of which may be stimulated by available federal funds versus deep institutional commitments to poor youth.

2. Insure that the leadership in terms of educational reform is diversified and not maintained in a narrow range of institutions of enormous prestige and status. That prestige and status have not to this date been productive of much equal educational opportunity in the society or even within the institutions themselves.

3. Develop increased effectiveness in institutions already producing large numbers of graduates from among poor and miniority group students, thus speeding the progress toward equality. Even in 1969 (the current year) a survey of the large public institutions showed half of their small black enrollments to be freshmen, while overall enrollment of black Americans moving only from 5.31 to 5.97 percent. This is a dangerously slow trend in terms of what needs to be done.

Other areas where specific amounts should be earmarked for schools of "established productivity in Equal Opportunity" are:

1. The College Library Programs in Title II.

2. The Higher Education Facilities Program in Title VI. We, however, oppose abolishing of the program of academic facilities grants and direct loans for construction of academic facilities. We would recommend continuation of the grants and loan program for five years with at least 50 % of its funds going to schools of established productivity in equal opportunity. There are serious needs in terms of expansion and improvement of current facilities that are best met within the context of a grant program.

Title III Developing Institutions: We would strongly recommend that with the passage of the 100 million dollar Career Education Program that the earmarking of 23 percent of the funds for Junior Colleges not continue. It does not seem unreasonable to allow more flexibility in the use of funds with the full focus and attention of Title III. The definition of developing institutions should be sharpened. Those schools educating a majority of low-income and minority group youth and producing graduates from among them should be viewed as primary target schools within the Developing Institutions Program. Among Junior Colleges those schools which enroll and transfer a majority of poor and minority students to 4 year colleges for degrees should be the target. A recommendation for an increase from 30 to 91 million dollars in the appropriations of this program would be a clear indication that this administration recognizes the significance of these black institutions in sustaining the flow of

black college graduates into positions of policy and decision making.

Student Financial Assistance: The basic thrust of this legislation in terms of focusing more sharply on low-income students is well conceived. If a $1,300 package of financial aid becomes available to all of the lowest income students, it will be a major breakthrough in equalizing educational opportunity.

We are opposed, however, to subsidized guaranteed loans in the private sector as the basic mechanism for low-income youth. A subsidized loan is still a loan. Unless the outright grants (EOG) are in large enough quantity so they can be used in lieu of family contributions, we are opposed to any loan program as the basic vechile for paying for the education of a disadvantaged minority. Such a program builds into their futures the effects of the racial discrimination in their past.

The grants should be used in a formula that insures that a student from a family with $3,000 income should not have to incur more debt to finish college than a student from a family with $10,000 income, if they attend colleges of similar expense. The provision that schools can shift EOG money to work study should also allow work study money to be shifted into EOG's. Otherwise EOG money is likely to dry up forcing too many poor and black students from inadequate high schools to work when they need to be studying to overcome their educational handicaps.

STATEMENT TO THE SUBCOMMITTEE ON EDUCATION

OF

THE COMMITTEE ON LABOR AND WELFARE

OF

THE UNITED STATES SENATE

BY

PRESIDENT GEORGE A. OWENS

REPRESENTING

THE NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION

June 19, 1970

My name is George A. Owens.

I am President of Tougaloo College, a private, predominantly Black college in Tougaloo, Mississippi, which is three miles from Jackson.

We held our Centennial Commencement at Tougaloo the weekend following the tragic deaths at Jackson State College. In that context of shock and crisis, we are now even more aware of the need for Tougaloo College as an oasis of freedom and interracial cooperation and academic excellence.

I wish to thank you for this opportunity to discuss the needs of our colleges. All institutions must fulfill their responsibilities to disadvantaged students, but I firmly believe it is the Tougaloo's of this country which serve the students with the most impoverished educational backgrounds, the most serious cultural alienation, the greatest anger and the greatest promise. The predominantly Black colleges still today graduate 80% of our Negro students. They are essential not only to Negro Americans but to America itself if this nation is to meet its greatest domestic challenge and fulfill its most treasured promise <u>to be a nation</u>, one people out of many, Black,white, red and yellow men, proud of their colors and heritage, yet one people living at peace with all peoples.

My remarks will focus on my own experience to try to illustrate the task and the troubles of our schools. As I have said, Tougaloo is a small college with a student body

of 700. 85% of our students are from Mississippi. 80% of our students come from families with annual incomes under $6000. 50% from families with incomes under $4000.

Our total charges for Tuition, Room and Board are $1600. On the average, Tougaloo College must secure from public and private sources 85% on a dollar in scholarship and loan funds for each student we admit.

Like many of our colleges, Tougaloo has changed immensely in the past five years. In 1965, our graduates really had only one vocational option at a professional level, and that was teaching in the segregated school system of Mississippi. In 1970, a third of our graduates are going to graduate and professional schools, and almost 40% into jobs in government, business and industry. Some still are going on to key positions in teaching and in social work. Among our graduates was a Woodrow Wilson Designate, a Danforth Fellow, a Ford Fellow and an American Association of Political Science Fellow.

We are proud of this record. We are dealing with talented young people who can overcome educational handicaps and move into the society in a diversity of significant roles. This is the test of our worth and success - not the weaknesses of the students on entrance, as judged by traditional standards; not the occasional outburst and frustration; but our ability to bring our students to new levels of self confidence and to equip them for greater usefulness in the community at large. And despite increasing efforts and success on the part of

predominantly white colleges and universities to recruit larger numbers of Black students, it is still the case today (and will be in the foreseeable future) that the predominantly Black schools are educating over 50% of all Negro college students. Whatever the percentage, I believe very strongly, especially in the current situation where Black young men and women struggle to find a sense of identity, that these young people need to have available the option of attending an institution that is in a special sense their own - and is attempting to meet their particular needs.

There is nothing peculiar about our budget problems in financing Tougaloo College or other Black colleges. We, like all private institutions, are in grave difficulty financially. Two things strike me as special about our situation. The first I have already mentioned - the income level of the students with whom we work and the consequent heavy need for scholarship and loan funds. In 1969-70, a great amount of monies received by the college in student tuition and fees came from Equal Opportunity Grants, Work Study, government loans and the College's own limited resources as well as from private foundations and individuals.

A second special factor for Tougaloo (which may also be general for all private Black colleges) is the percent of budget which must come from <u>private</u> gifts and grants. According to figures from the Developing Institutions branch of U.S.O.E. in 1968, Tougaloo College raised from private

gifts and grants 39% of its total budget, whereas the average for all Title III institutions was 11%. In the same year 12% of our income came from government sources as opposed to an average for the Title III institutions of 5%. I note these figures only to indicate the dimensions of our fund raising efforts for the kind of students we serve and our unusual dependence on private sources.

Let me note briefly that I have recently read Senate Bill S. 1969 introduced by Senator Pell. The passage of legislation like this would go a long way toward meeting the needs of our students and the operational budget of our college.

Let me now come to the role of institutional grants.

Tougaloo College, in cooperative program with Brown University has been involved in the program to strengthen developing institutions under Title III of the Higher Education Act of 1965 since its beginning. Without that aid, I an not sure we could have survived and I am most pleased that that program would continue under the Higher Education Act s. 3636 now before the Congress. Our endowment is so small, $300,000, as to be insignificant in relation to current funding. Title III has acted as a catalyst in the case of many small, developing institutions of higher learning throughout the country, the thrust of the programs sponsored has understandably been innovating and additive. Moreover, there is no doubt in my mind that the effects of these thrusts on the institutions involved have been overwhelmingly beneficial to students in the forms of new programs, curricula changes, services and facilities.

These facilities, at the same time, in view of the rapidly rising costs, have resulted in increasingly serious threats to the financial viability of many of the institutions that have participated in the program.

To be sure, one of the primary aims of Title III was to give access to the mainstream of higher education in smaller schools which for financial and other reasons (e.g. race) were struggling and relatively isolated. And, in many instances, these institutions have made productive contacts with private foundations and educational agencies outside the federal government that have served as new sources of financial support. Nevertheless, the pressures for development sparked by Title III and furthered by the increasing demands resulting from larger enrollments have resulted in a serious disproportion in regard to costs versus income. Further, in the absence of new sources of federal support, this disproportion will increase rather than decrease.

During the past year, the plight of the small, privately endowed colleges has become increasingly evident. On the one hand, enrollment pressures and increased variety of career options have forced these institutions to expand their facilities and faculties. These institutions have risen to these challenges by expanding their facilities and faculties, but they increasingly find that despite government aid for "development" and tuition increases that threaten to drive all but the affluent students away, the gap between income and expenditures not only fails to close - but widens. To be sure, federal funds are necessary for faculty development, dormitories, classroom space, and so forth. But the crisis of which I speak involves

operating expenses, the daily cost of doing business. Unlike the state institutions of higher education, the private college does not have ready access to sources of funding that are both focused and flexible, able to make yearly adjustments to the rapidly changing cost picture.

In a sense, thanks to Title III, we have begun significant new development. But in so doing, our operating budgets have grown phenominally (Tougaloo's enrollment increased 40% in 3 years - '65-'68). I suppose this is what development is about. It has changed our colleges from institutions "kept going" to institutions "going places". Thanks to Title III we are really in "trouble"! Now the challenge is monumental.

I believe that we now need a second step in institutional grants to Developing Institutions. In addition to Title III with its emphasis on innovation - we need a program to help us consolidate the gains we have made and we need a program on grants which will increase their timespan of support.

Title III has invited curriculum development, faculty support, special services development, administrative improvement. Some of these areas are now covered by the new program of "Special Services to Disadvantaged Students". Obviously we want to continue experimentation in curriculum, open opportunities for faculty improvement, and increased exchange of students. But in order to continue our growth and secure our gains, we need institutional grants which will help in continuous curricula innovations, improve faculty salaries, expand enrollment, and improve services. For these purposes, institutional grants are more advantageous than grants to

individuals or specialized program grants. The institutional grant recognizes that academic development is of a piece. YOU cannot develop one area-eg. faculty, curriculum, library, student services - without involving all the others. Title III has recognized this. All I am suggesting is that institutions which have begun to develop now need additional grants to undergird what have becaome "ongoing programs".

Another thing, institutional grants "say something" special to the Black college which badly needs saying. They say that you recognize that the leadership of these institutions must identify their most critical needs. We believe we are being faithful to that responsibilty.

Finally, as I suggested earlier, the institutional grants represented by Title III and by the sort of "consolidation" grants I am proposing, need to be for a longer term than one year. We need to know earlier the outcome of our proposals. The necessity comes clearest in two areas, faculty recruitment and expansion of enrollment. Grants over a period of years would permit us to plan orderly growth. They would make us better able to compete with new faculty and encourage present faculty to continue their commitment. They would assist us in planning necessary facilities and student body growth.

We are under pressure from our constituency, which, specifically, is Black youth, looking to us for quality education which will enable them to compete on an equal level with all Americans. That means that it is essential

we have the certainty we can get the resources to continue and improve. There is no doubt in our minds that we can do the job with the help of our government.

We must not fail these young people who still, despite frustrations, have hope for their country.

Ralph Ellison said it:

"If you can show me how I can cling to that which is real to me while showing me the way into the broader society, I will not only drop my hostility but I will sing your praise and help you to make the desert bear fruit."

DR. GEORGE OWENS

President of Tougaloo College since 1968

Degrees: A.B., Tougaloo College
M.B.A., Columbia University
LL.D., Brown University

Former Business Manager of Tougaloo College
Retired World War II Army Captain, Corps of Engineers

Board Memberships: National Council of Churches
United Church of Christ
College Placement Service
Executive Committee of the United Negro College Fund

THE NEED FOR FEDERAL SUPPORT OF PREDOMINANTLY BLACK COLLEGES:

OFFICE OF DEVELOPMENT, TUSKEGEE INSTITUTE

PRESENTED WITH INTRODUCTORY REMARKS

BY

PRESIDENT BROADUS BUTLER

OF

DILLARD UNIVERSITY

TO

THE SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND WELFARE

OF THE

UNITED STATES SENATE

51-567 O - 71 - pt. 2 - 29

TUSKEGEE INSTITUTE
OFFICE OF DEVELOPMENT
TUSKEGEE INSTITUTE, ALA.

June 10, 1970

The Need for Federal Support of Predominantly Black Colleges

The needs of the predominantly black college are essentially the same as the needs of predominantly white colleges, except for the fact that relative degree is much greater due to more than a century of discrimination in the funding process. In analyzing grants by private philanthropy to higher education in 1968 and 1969, we note that of $96,000,000 which went to predominantly white colleges, the largest amount ($40,000,000) was for general support. The second largest amount ($13,000,000) was for special projects. The third highest amount ($11,000,000) was for building and equipment. Now comparing this with the predominantly black college - of the $4,600,000 which they received, the highest amount was for special projects, and the second highest amount was for associations which included a large number of colleges. General support and buildings fell in third and fourth places, respectively. A more complete analysis is attached for your information. These figures are given for two reasons. In the first place, they closely approximate the funding pattern by the federal government, and, secondly, they point up the areas of greatest need as exemplified by the areas where the greater part of the support goes to the predominantly white college.

As we review the annual allocation of Morrill Act funds for higher education in the southern states, here again we note a deplorable differentiation. Although the population of Alabama is 30 per cent Negro, the predominantly black college received 2.2 per cent of the funds. If you will review Hatch Act funds, it is significant to note that no predominantly black public college received a significant amount of this money which serves to undergird the existence of the college, particularly its research program.

The discrepancy in funding higher education by the State Department is even more glaring. The program now supported by 211(d) of the Foreign Aid Act was designed to provide funds for strengthening the capability of universities

in this country to train foreign nationals and to do research relative to this area. To this day, no predominantly black college has received a single grant by way of this program. The point that we are attempting to make here is that the predominantly black college is usually excluded from most of the programs designed to cover the cost of existence of the university. In other words, colleges in order to do special projects must first exist. This may come as general support or, sometimes, as we call it, "overhead," which for the predominantly black colleges is little, if any at all.

Still another area where support is urgently needed is the area of buildings and major equipment. Referring again to private philanthropy, you will note that about $11,600,000 of the $96,000,000 received by the predominantly white college was in this category. By comparison, black colleges received slightly less than $150,000.

As one attempts to identify support for the black college, he is often faced with the fact that only one-third of the predominantly black college students are in predominantly black colleges. Your attention is called to the fact that these are national statistics which give an unfavorably skewed picture of the number of Negroes served by predominantly black colleges in the states which traditionally have dual school systems. In these states please be reminded that more than eighty per cent of black college enrollees are in predominantly black colleges. This in itself points up the need for adequate support of the predominantly black college for the foreseeable future.

The need for support of Tuskegee Institute is urgent. If we were to categorize this need in the order of priority, it would be as follows:

1. Program enrichment - funds to strengthen and expand the faculty to upgrade educational facilities and to provide salaries that will reverse the brain-drain which is now depleting black professors at predominantly black colleges at an alarming rate.

2. Student Aid. Eighty-nine percent of the students at Tuskegee Institute are first-generation college enrollees. Among other things, this means that they come from predominantly low-income families. The most significant deterrent to enrollment in Tuskegee today is adequate finances (scholarships, loans and grants).
3. Funds for the construction and/or renovation of facilities.

We are aware that this statement is rather general, though it points up the financial dilemma in which the predominantly black college, and particularly Tuskegee Institute, finds itself. More specifically, we are attaching a proposal which is now under consideration by US-AID. Realization of these funds would greatly strengthen our effort to provide training for foreign nationals and, incidentally, for deprived Americans who continue to look to Tuskegee as a significant institution of higher learning.

Tuskegee Institute

TUSKEGEE INSTITUTE
ALABAMA, 36088

INSTITUTIONAL DEVELOPMENT

FOUNDATION SUPPORT FOR HIGHER EDUCATION

The following is a summary of grants made to higher education by philanthropic foundations in 1968 and 1969, as reported in Vol. XI, No. 3, Foundation News, May-June, 1970.

Broad Categories	To Predominately White Grantees		To Predominately Negro Grantees		Total	
	No. of Grants	Amount	No. of Grants	Amount	No. of Grants	Amount
General Support	777	$40,083,978	9	$ 455,000	786	$40,536,978
Special Projects	92	13,225,047	19	2,024,152	111	15,249,199
Adult Education	6	6,302,381	1	50,000	7	6,352,571
Vocational Education	7	1,075,381	5	283,164	12	1,358,545
Personnel Development	25	1,457,469	1	75,000	26	1,532,469
Scholarship & Loans	87	3,614,511	5	363,870	92	3,978,381
Fellowships	11	423,854	--	--	11	423,854
Communications	37	3,897,000	2	350,000	39	4,247,000
Educational Research	37	2,247,430	--	--	37	2,246,430
Endowment	13	4,772,000	--	--	13	4,772,000
Libraries	49	5,092,454	1	50,000	50	5,142,454
Educational Association	90	2,250,209	12	884,200	102	3,134,409
Buildings & Equipment	127	11,697,263	4	142,800	131	11,840,063
	1349	$96,138,167	59	$4,678,186	1408	$100,816,353

1. Foundations Reporting Grants to White Grantees only, 272 ---- $ 70,362,457
2. Foundations Reporting Grants to Black and White Grantees 32 ---- 30,453,896
   Total Number of Foundations Reporting 304 ---- $100,816,353

Specific Project Grants:

Type	To Predominately White Grantees		To Predominately Negro Grantees	
	No.	Amount	No.	Amount
For Black Studies	5	$ 390,175	2	$162,220
For The Disadvantaged	5	535,000	-	--
For Minorities	9	2,167,807	-	--
For Indians	2	113,000	-	--
For Latin & Spanish Americans	2	330,608	-	--

Table 2.—Summary Data Showing Scope of Operations of Land-Grant Institutions in Aggregate United States, Year Ended June 30, 1960 [1]

Land-grant institutions, by State	Total resident degree-credit enrollment		Total resident instructional faculty for degree-credit courses	Total income for educational and general purposes	Expenditures for scholarships, fellowships, and prizes	Expenditures for organized research	Total physical plant assets
	Undergraduate	Graduate					
All land-grant institutions	**477, 432**	**78, 471**	**58, 564**	**$1, 486, 369, 863**	**$32, 754, 306**	**$695, 181, 338**	**$3, 526, 434, 109**
ALABAMA:							
Alabama Agric. and Mech. Coll.	1, 158		66	847, 160			4, 551, 884
Auburn Univ.	7, 729	830	695	14, 292, 939	268, 154	2, 729, 627	29, 217, 615
ARKANSAS:							
Agric., Mech., and Normal Coll.	1, 475		92	1, 127, 240	77, 146		3, 241, 296
Univ. of Arkansas	5, 380	207	584	17, 244, 256	207, 015	4, 694, 317	49, 064, 100
DELAWARE:							
Delaware State Coll.	356		38	473, 186			4, 196, 152
Univ. of Delaware	2, 524	1, 036	272	6, 214, 986	333, 601	1, 418, 553	24, 105, 389
FLORIDA:							
Florida Agric. and Mech. Univ.	2, 608	216	228	3, 408, 002	25, 362		17, 225, 818
Univ. of Florida	11, 495	1, 215	1, 311	31, 858, 164	837, 264	8, 629, 868	95, 091, 140
GEORGIA:							
Fort Valley State Coll.	840	25	62	933, 506	3, 879	10, 232	4, 363, 841
Univ. of Georgia	7, 646	773	675	18, 046, 538	139, 864	4, 032, 176	50, 278, 839
KENTUCKY:							
Kentucky State Coll.	680		45	$735, 272	$51, 705		$5, 222, 733
Univ. of Kentucky	8, 029	993	742	17, 236, 268	77, 074	$2, 705, 056	82, 295, 470
LOUISIANA:							
Louisiana State Univ. and Agric. and Mech. Coll.	11, 086	1, 576	1, 438	26, 441, 801	432, 565	5, 347, 947	73, 457, 953
Southern Univ. and Agric. and Mech. Coll.	4, 533	232	303	4, 705. 843	75, 493	64. 233	24, 512, 785
MARYLAND:							
Maryland State Coll., Univ. of Maryland	448		49	813, 534	19, 087		3, 155, 468
Univ. of Maryland	17, 001	3, 189	1, 549	34, 654, 649	630, 948	5, 931, 591	78, 037, 487
MISSISSIPPI:							
Alcorn Agric. and Mech. Coll.	995		54	733, 879	6, 704		2, 449, 685
Mississippi State Univ.	4, 164	273	852	10, 922, 664	68, 703	2, 365, 971	27, 664, 487
MISSOURI:							
Lincoln Univ.	1, 461	26	83	1, 170, 986	11, 131		7, 150, 000
Univ. of Missouri	11, 745	1, 440	1, 321	28, 088, 279	506, 941	4, 673, 081	111, 072, 714
NORTH CAROLINA:							
Agric. and Tech. Coll. of North Carolina	1, 985	232	148	2, 277, 801		30, 557	13, 037, 469
State Coll. of Agric. and Eng., Univ. of N.C.	5, 633	640	589	19, 485, 300	336, 471	5, 681, 227	44, 205, 076
OKLAHOMA:							
Langston Univ.	618		41	601, 154	2, 500		4, 854, 092
Oklahoma State Univ. of Agric. and Applied Science	9, 091	1, 207	952	16, 358, 521	698, 581	3, 738, 020	59, 326, 763
SOUTH CAROLINA:							
Clemson Agric. Coll.	3, 743	146	335	8, 583, 706	138, 586	1, 992, 668	35, 299, 627
South Carolina State Coll.	1, 217	342	110	1, 593, 038			6, 969, 635
TENNESSEE:							
Tennessee Agric. and Indus. State Univ.	3, 108	143	238	2, 915, 615	19, 639	2, 322	16, 248, 532
Univ. of Tennessee	8, 652	1, 671	1, 481	24, 840, 789	363, 199	5, 924, 799	65, 470, 099
TEXAS:							
Agricultural and Mech. Coll. of Texas	6, 474	626	543	24, 677, 498	219, 880	7, 628, 443	62, 272, 012
Prairie View Agric. and Mech. Coll.	2, 189	160	142	2, 244, 811	10, 181	7, 534	9, 275, 961
VIRGINIA:							
Virginia Polytechnic Institute	6, 029	412	562	12, 553, 612	113, 878	2, 966, 467	35, 093, 775
Virginia State Coll.	2, 498	49	300	3, 325, 070	67, 438		13, 956, 905

ANNUAL ALLOCATION OF MORRILL ACT FUNDS
FOR HIGHER EDUCATION IN THE SOUTHERN STATES
(1970)

States With Dual Landgrant System	Morrill Act Funds For PNC*	Morrill Act Funds For PWC**	Total Morrill Act Funds	Percentage For PNC
Alabama	96,420.	4,215,210.	4,311,630.	2.2
Arkansas	66,125.	3,495,135.	3,561,260.	1.8
Delaware	42,122.	850,383.	892,505.	4.7
Florida	104,411.	2,159,726.	2,264,137.	4.6
Georgia	83,507.	4,294,471.	4,377,978.	1.9
Kentucky	39,471.	4,525,442.	4,564,913.	0.8
Louisiana	88,496.	2,763,991.	2,852,487.	3.1
Maryland	32,844.	1,947,485.	1,980,329.	1.6
Mississippi	127,519.	4,336,516.	4,464,035.	2.8
Missouri	18,917.	4,122,829.	4,141,746.	0.4
No. Carolina	120,213.	6,002,280.	6,122,493.	1.9
Oklahoma	25,534.	2,913,169.	2,938,703.	0.8
So. Carolina	177,324.	3,200.201.	3,377,525.	5.2
Tennessee	51,599.	4,458,694.	4,510,293.	1.1
Texas	106,924.	6,192,309.	6,299,233.	1.6
Virginia	195,563.	3,783,321.	3,978,884.	4.9

* Predominantly Negro Colleges
** Predominantly White Colleges

ALLOCATIONS OF SPECIAL RESEARCH GRANT FUNDS
Including PL 89-106 (Fiscal Years 1966-1969)

States	1966		1967		1968		1969		Total		
	PWC	PNC	PWC	PNC	PWC	PNC	PWC	PNC	PWC	PNC	State Total
Alabama	$ 145,000	$	$	$ 68,396*	$ 35,000	$ 18,396	$ 111,520	$ 118,396	$ 291,520	$ 205,188	$ 496,708
Alaska											
Arizona	69,500		120,000		150,000		55,800		395,300		395,300
Arkansas	254,900		67,000	16,980	119,023	16,980	125,068	16,980	565,991	50,940	616,931
California	150,000		137,000		73,000		100,000		460,000		460,000
Colorado			60,000						60,000		60,000
Delaware				12,413		12,413		12,413		37,239	37,239
Florida			75,000	14,946		14,946		14,946	75,000	44,838	119,838
Georgia	20,000		84,000	18,836	75,000	18,836	76,110	18,836	255,110	56,508	311,618
Hawaii	76,000								76,000		76,000
Idaho											
Illinois	57,100		120,000						177,100		177,100
Indiana	132,000		110,000						242,000		242,000
Iowa	125,000		190,000				140,000		455,000		455,000
Kansas			85,000						85,000		85,000
Kentucky				19,080		19,080		19,080		57,240	57,240
Louisiana	51,500			16,251	230,000	16,251	109,000	16,251	390,500	48,753	439,253
Maine											
Maryland				14,231		14,231		14,231		42,693	42,693
Massachusetts			75,000						75,000		75,000
Michigan			75,000						75,000		75,000
Minnesota			90,000						90,000		90,000
Mississippi	80,000		120,000	18,751	35,000	18,751	93,000	18,751	328,000	56,253	384,253
Missouri				18,239	128,830	18,239	104,700	18,239	233,530	54,717	288,247
Montana											
Nebraska							64,127		64,127		64,127
Nevada											
New Hampshire	70,900								70,900		70,900
New Jersey											
New Mexico	90,000				59,475		42,229		191,704		191,704
New York	30,000		136,000		11,000				177,000		177,000
North Carolina	120,100			22,424	51,000	22,424	190,777	22,424	361,877	67,272	429,149
North Dakota											
Ohio	130,000				50,000		37,000		217,000		217,000
Oklahoma	85,000			15,956	51,000	15,956	95,750	15,956	231,750	47,868	279,618
Oregon											
Pennsylvania	195,000								195,000		195,000
Puerto Rico											
Rhode Island											
South Carolina			73,000	17,143	60,000	17,143		17,143	133,000	51,429	184,429
South Dakota											
Tennessee	45,000			19,256	75,000	19,256		19,256	120,000	57,768	177,768
Texas	115,000			21,991	230,054	21,991	131,500	21,991	476,554	65,973	542,527
Utah	61,000								61,000		61,000
Vermont											
Virginia			50,000	18,107		18,107	50,000	18,107	100,000	54,321	134,321
Washington	68,000						50,000		118,000		118,000
West Virginia	30,000								30,000		30,000
Wisconsin					83,618		40,000		123,618		123,618
Wyoming											
Subtotals	$2,201,000	$	$1,667,000	$333,000	$1,517,000	$283,000	$1,616,581	$383,000	$7,001,581	$999,000	$8,000,581
Percentages	100%		83%	17%	84%	16%	81%	19%	88%	12%	
Year Totals	$2,201,000		$2,000,000		$1,800,000		$1,999,581				

*Includes Tuskegee Institute

DR. BROADUS BUTLER

Former Assistant to the U. S. Commissioner of Education
Member of the Board of Directors of the National Association for Equal Opportunity in Higher Education
President of Dillard University, New Orleans, La.

Degrees: A.B., Talladega College
M.A., University of Michigan
Ph.D., University of Michigan

Board Membership: Advisory Committee, Cooperative College Development Program
Board Member, National Merit Scholarship Program
Consultant to Woodrow Wilson Foundation
Advisory Committee, National Scholarship Service and Fund for Negro Students
Board Member, Association for Study of Negro Life and History

BACKGROUND PAPER* ON THE TRADITIONALLY NEGRO COLLEGE. PRESENTED BY THE NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION TO THE SPECIAL SUBCOMMITTEE ON EDUCATION, HOUSE OF REPRESENTATIVES

February 25, 1970

* The paper was prepared by Elias Blake, Jr. of the Institute for Services to Education for the National Association for Equal Opportunity. The findings are those of the researcher.

The traditionally black college was and is the major force through which a black middle class was created in America. The society neither particularly wanted nor made provisions for the higher education of former slaves. The whole question of college and professional training was caught up in the racist assumptions about the intellectual capabilities of black people. In the South there was a conscious effort to suppress education while in the North no particular notice was taken of the educational needs of black people, except for certain philanthropic and missionary impulses.

The research on these colleges has developed the following picture:

1. Historically, black colleges were producing college graduates when no viable alternatives existed for getting black youth into and through college. From the early patterns of higher education in the 1860's up through World War II, it is likely that, of the 492,000 black college graduates, over 20 in the population in 1967, about 80 percent came out of Southern black colleges.

2. Though public colleges now enroll about 60 percent of the students enrolled in black colleges for a period of 80 years after the end of the Civil War (1865), private black colleges produced the overwhelming majority of black college graduates. This was necessary in the absence of any national commitment to higher education for black youth.

3. Into the modern period black colleges still carry a disproportionate share of the burden for educating black youth. They enroll about half of those in four-year colleges and universities (160,000 of about 350,000). It is estimated that they produced about four out five of the baccalaureate degrees awarded to blacks in 1968. Without continued strong production from these colleges in the next decade, higher education for black youth could face a crisis. National trends may depend on their increasing their enrollment.

4. Only about half of the black youth who ought to be enrolled in college are enrolling annually. The 1969 freshmen entrants showed black students as about 6 percent of those enrolling. Without the black colleges, only 3 to 4 percent would be enrolled. A sharp increase in enrollment must occur in the next five years; that should triple the number of black youth estimated to be in college now.

5. If the enrollment in black colleges could be tripled in the next ten years, this might provide the national stimulus to enrolling more black youth. The trend between 1968 and 1969 is too slow to be satisfactory. They would be enrolling about 500,000 students at that point. If the goal of 1.8 million black youths enrolled in college by 1982 is reached, tripling their enrollment should be no problem. The high school graduates will be available out of which the goals could be reached.

6. The major problem for expanding these colleges is in the area of the availability of greater resources. They educate the poorest college-going population in the country with some success. Parental financial support is minimal and non-existent for most students; their parents earn too little. This is not a question of the "wrong" students enrolling; they are typical of the income patterns in the country among black people. These colleges work with these students with less resources for educational programs when compared to national norms.

7. The fact that these colleges are already in existence with a long history of educating the disadvantaged should be capitalized on. No other group of higher education institutions have yet proven as capable as these schools in producing graduates from among a disadvantaged minority group. Enrollments have been increasing nationally but the meanings of those increases are not yet clear. Not who gets in but who gets out of college is the crucial question. Heavier support of these colleges given their history, traditions, and current performance would seem to be a rather low-risk investment with the potential of great return in equal opportunity and a concomitantly more stable social order.

A. HISTORICAL NOTE ON THE HIGHER EDUCATION OF BLACK PEOPLE IN AMERICA

Before 1876 it was estimated that 208 Negroes in America had received Bachelor's degrees, and about 96 professional degrees; 89 of the 208 came from one Negro college[1] and it is likely that almost all of the 208 came from Lincoln University (Pa.) established in 1854 and Wilberforce University (Ohio) established in 1856. This was a small beginning in higher education. The fact that half of the 488,000 free Negroes, North and South were illiterate and almost all of the four million slaves were illiterate[2] in 1860 made it rather dramatic.*

The first public colleges were established during reconstruction while black people had more political power in the South. The Alabama Colored Peoples University (which is now Alabama State College) and Alcorn University in Mississippi in 1871 were two of the earliest. As the political fortunes of blacks declined in the midst of the post-reconstruction period, these state schools fortunes also declined. No one intended that black people should have higher education, and least of all at the expense of the state. These state schools have moved since World War II to enroll a majority of black students enrolled in Negro colleges.

* See notes at end of paper for documentation. The numbers correspond to the references with page numbers at the bottom of the page on which the reference is noted. Thus, 1 p. 224 is in Bond and 2 p. 215 is in Logan.

For more than eighty years following 1865, however, private colleges supported the bulk of the higher education of Negroes in America. From 1854 to 1890 only the normal schools such as Alabama Colored Peoples University and Alcorn existed in the public sector. In the period following 1890, after the second Morrill Act, seventeen southern states established land grant colleges for Negroes. Ten of these were privately supported colleges taken over by the states.[2] It was in the period of World War I before these schools were offering collegiate work.

Thus, though public higher education for whites was in full development, black people had to depend primarily on private, independent and sectarian schools for their education. In 1936 2,108 college degrees were reported as earned among black people. Almost all of these were from traditionally black colleges. In 1947 the black colleges produced 7,698 Baccalaureates and 352 graduate degrees and 415 professional degrees.[3] This total of 8,465 was split about evenly between public and private schools, though the professional education was almost totally in the private schools.

It is estimated that given the given the distribution of black population (77 per cent was in the South in 1940 and 68 per cent in 1950), these 8,465 graduates were eighty to ninety per cent of the graduates being produced in 1947. Outside of New England and a few schools such as Antioch, Oberlin and Berea,

---

2 p. 218
3 p. 212 - 14

most of white higher education was not particularly hospitable to black Americans, nor were they being prepared for standard admission practices in the segregated public schools in the South.

Now in the latest figures, March 1968, there are 492,000[4] Negroes twenty years and older in the population having completed four or more years of college. The following generalization seems warranted:

For the last hundred years there would have been almost no college graduates except for black colleges. These schools then are the foundation stone of much of what is called "racial progress" in America. Without them there would have been few black people to be a part of the "progress".

4 p. 12 Table I.

CONTRIBUTIONS OF BLACK COLLEGES TO AMERICAN LIFE

The following data are illustrative of the contribution of these colleges and reinforce the generalization made in the first section about the high proportion of the 492,000 black college graduates in America that came from these schools.

THE UNITED NATIONS: 50% of the fourteen black U.N. appointments graduated from black colleges. These are ambassadorial and major executive positions.[5]

AMBASSADORS: Four of the eight most recent black ambassadors graduated from black colleges and were appointed to Luxembourg, Patricia Harris; Syria, Hugh Smythe; Ghana, Franklin Williams; and The United Nations, James Nabrit. Two others of the eight, Mercer Cook and Elliot Skinner made their academic careers in black colleges and universities before going into foreign service posts after World War II. The current Ambassador designee to Sweden, Jerome Holland was President of Hampton Institute a black college.

ARMY OFFICERS: At least 75% of the black army officers commissioned each year come from black colleges. A poll of black military instructors in ROTC programs estimated at least the same percentage of the 5,594 black officers now on active duty graduated from black colleges.[6]

THE EXECUTIVE BRANCH OF GOVERNMENT. 64% of eighty black federal officials (GS 14 up to Cabinet Level) were produced by black colleges, including Robert J. Brown, Special Assistant to the President (North Carolina A & T State University); James Farmer, Assistant Secretary of the Department of Health, Education and Welfare (Wiley College); and Elizabeth Koontz, Director of the Women's Bureau of the Department of Labor, and former President of the National Education Association (Livingstone College).[7]

CONGRESS OF THE UNITED STATES. Three of the nine black Representatives in the House attended or graduated from black colleges as well as Senator Edward Brooke of Massachusetts. Charles Diggs (Mich.); William Dawson (Ill.) and Robert Nix (Pa.) are the three members of Congress.

STATE LEGISLATORS. 64% of the black state representatives and senators who went to college went to black colleges. This is based on a sampling of 110 of 166 legislators from across the nation,[8] including Otha N. Brown, Representative in Connecticut; Lloyd Barbee, Assemblyman in Wisconsin; John J. Miller, Assemblyman in California; James P. Davis, Representative in Kansas; and Charles Chew, State Senator in Illinois. In the deep South, 83% of the black legislators attended or graduated from black colleges; 100% of those who attended college went to black colleges.

PROFESSIONS: 74% of a sample of 1,000 black Ph.D. holders took their baccalaureate degrees in black colleges.[9] 83% of all the black physicians in America graduated from two black schools - Howard University and Meharry Medical School.[10] They still enrolled about 68% of all black physicians in the country as of 1969.[11]

The black colleges have clearly been the major force for the integration of American life at all levels. Too often competent and capable black Americans are taken for granted and viewed as proof of the fairness of the system. This competency, however, might well have been untapped and undeveloped but for the network of black colleges. The current dialogue about who should get in college should benefit from a look at the history of these schools.

THE TRADITIONAL BLACK COLLEGE TODAY

There are 111 of these colleges; 88 are four year colleges and universities plus one medical school, and 22 junior colleges. Of the four year colleges and universities 37 are public and 51 are private. All of the junior colleges except six are private. Though these schools are located in Southern and Border states, 40% of the 1968 entering freshmen in the four year colleges were from outside the South.[12] These schools enrolled 161,496 in the Fall 1968 term. This is estimated to be about one-half of the black students enrolled in four year colleges.

A great deal of publicity has focused on black students on white college campuses. This has tended to obscure the fact that though the publicity is great the numbers are small. 61% of all institutions enrolled 2% or less black students among their freshmen in 1968. Overall, only 5.8 of the freshmen in 1968 [13] were black and there was no appreciable change in 1969 [14] despite the seeming emphasis on enrolling more black students.

Some commentators assume the changes are more rapid than the figures bear out. The traditionally black college not only remains important but is the most dependable vehicle for ensuring upward mobility for black youth. The fact that enrollments in white institutions may be increasing does not focus properly on the need for graduates. Some performance sampling needs to be made of how many young people are getting out of college as well as being enrolled.

COLLEGE DEGREES EARNED BY BLACK AMERICANS, 1968

Fully 79 percent of all baccalaureate degrees earned by black Americans in 1968 were earned at 88 black four-year colleges and universities.

Black colleges awarded 20,000 bachelor, graduate, and professional degrees in June 1968. This represents 73 percent of an estimated 27,275 degrees of all types earned by black Americans in all of American higher education

About 4,458 baccalaureate degrees were earned by blacks in white institutions and 7,277 degrees of all types.

TABLE I: DEGREES EARNED BY BLACK AMERICANS IN BLACK AND WHITE COLLEGES AND UNIVERSITIES*

Bachelor's Degree	17,242 79.5%	4,458 20.5%	21,700 100%
Graduate and Professional	2,756 49%	2,819 51%	5,575 100%
Totals	19,998 (73%)	7,277 (27%)	27,275

* John Egerton, State Universities and Black Americans. SERS, May 1969. Egerton found 0.7 percent of the baccalaureate degrees earned by blacks in 39 of the 100 largest state universities. Public institutions give 61 percent of all degrees. 0.7 percent of 636,863 bachelor degrees awarded in America in 1968 is 4,458 degrees. He found 1.2% of the graduate and professional degrees going to blacks. 1.2 x 234,969 gives 2,819 degrees. The National Data on earned degrees comes from Earned Degrees Conferred, 1967-68. Part A. Summary Data, National Center for Educational Statistics. Department of Health, Education, and Welfare.

The main finding is that the black colleges are now and will be for some time into the future the most productive institutions for producing college graduates out of a largely disadvantaged racial minority.

It is estimated that 1.2 of the 34,728 degrees in professional schools such as medicine, law, dentistry, architecture, and pharmacy in 1968 were earned by black Americans. This is a total of 416 black graduates in all these professions.

Black colleges and universities gave 460 degrees in these areas or more than all of the rest of American higher education combined. In medicine and dentistry the figures are especially dramatic in 1968 with Howard University and Meharry Medical School producing 108 doctors and about 47 doctors being produced elsewhere in the country.[11]

Based on these estimates,* 761 blacks earned degrees in New York and 636 in California. A single black university, Howard, gave 1,420 degrees in 1968, more than both of these major states combined. Several other single colleges such as Florida A. & M. University, Prairie Vew A. & M. College in Texas, and Virginia

---

11. Page 97, Table I

* Continuing use of Egerton's data for California, we get 370 baccalaureates (0.7 x 52,925) and 256 graduate and professional degrees (1.2 x 21,355) for a total of 636. For New York it is 419 (0.7 x 59,865) and 342 (1.2 x 28,534) for a total of 761. From Table 7 in Earned Degrees, Part A. Summary Data, 1967-68, NCES.

State College approach the production of the entire state of California.[15]

It is clear that in the next decades, if these institutions are not strengthened to better perform their tasks, enrollment and graduation figures could begin to level off and decline for black youth when the enrollment curve should be climbing sharply. Any sharp reversal in the fortunes and functionings of these institutions will be immediately reflected in national figures for black Americans in college.

While we are creating new institutions, it would be unwise to overlook a proven instrumentality for extricating southern-rural and urban-ghetto black youth from the entanglements of racism and its attendant economic and educational deprivations. As we look for "new" ways and "new" patterns, we cannot afford to overlook the fact that under handicaps of neglect and under capitalization, these schools have done and are doing a remarkable job.

To better understand the complex and difficult role of these colleges, one must know the kinds of students who come to these colleges.

---

15. See Notes p. 2.

ENTERING STUDENTS' BACKGROUNDS AT BLACK COLLEGES

The income distribution of entering students' families has a median of $3,900 with a range as follows:

18% less than $2,000 per year	
16% $2,000 to $2,999	34% below $3,000
17% $3,000 to $3,999	
14% $4,000 to $5,199	65% below $5,200
13% $5,200 to $6,199	
13% $6,200 to $9,999	91% below $10,000
7% $10,000 +	

About a third of the mothers are domestic servants and a third of the fathers laborers; 51% of the mothers and 55% of the fathers have less than a high school education.

This income distribution in black colleges compares with 40% of the entering freshmen nationally, with incomes above $11,580 a year. Thus we see that 40% of the freshmen in predominantly white institutions are in the top 23% of family income with 65% of the freshmen in black colleges in the lowest quarter of family income.[16] 68% of the freshmen nationally are above $7,970 income which is at the national median of $7,974. About 85% of the black freshmen in black colleges are below that $7,974 figure.

Thus we see white colleges dealing with an essentially middle class population and black colleges dealing with an essentially low-income population.

Families which with little money and little education send their children to college raise provocative questions about motivation. Certainly a young person must be extremely motivated to

go through high school and then with no dependable financial backing go on to college. There must be tremendous drive generated in these families to have their children succeed. Some psychologists say these youth lack "realism" in their aspirations. More likely than not, they refuse to accept so called "realistic" goals which limit their potential.

A look at a large state university, North Carolina A & T. State University which a black Presidential Special Assistant attended, gives a view that is typical of the kinds of families which send freshmen to college.*

18% less than $2,000	
22% $2,000 to $2,999	40% below $3,000
27% $3,000 to $3,999	67% below $4,000
7% $4,000 to $5,199	
9% $5,200 to $6,199	83% below $6,200
9% $6,200 to $9,999	
7% $10,000 +	

Out of these kinds of families, the black colleges in North Carolina produce 2,200 graduates. A total equal to about half of the production of all of American higher education outside of black colleges.

The income patterns in these schools are not a function of regional patterns. The students are poorer even by regional standards.

* The income distributions are from a sample of fourteen black institutions, 7 public, 7 private, enrolling 37,000 students and in 1968 producing 4,500 graduates. These figures have been replicated for three years, 1967, 68, 69, and are very close to the more elaborate sampling of the American Council on Education.[13] The three year sampling was done by the Institute for Services to Education.

17

Family Income By Race 1967

	Black	White	
United States	4,939	8,318	
South	3,992	7,448	53% of black population
North East	5,764	8,746	18% of black population
North Central	6,540	8,414	22% of black population
West	6,590	8,901	8% of black population

Whites in the South earn 89% of the national median; thus, income patterns are fast approaching the national standard for them. It is becoming less and less true that the income pattern for the South is the cause of the low-income pattern for blacks. The fact that despite migrations a majority of the black population is still in the South and has increased in number, reinforces the need for financial aid programs that completely support the students. The problem of higher education for black youth is one of finding enough money to attend college from non-family sources and then getting into a college responsive to his educational needs.

Financial Aid Programs in a Low Income Population

Very little comment has effectively portrayed the effects of inadequate financial aid programs in low-income populations like those in black colleges. In thirty-six private black colleges, 61 percent of the students are on some combination of financial aid.

18

The average amount of aid per student is $950. In a sample of ten of thirty-four public black colleges, 73 percent of the students are on some combination of aid. The average amount of aid in the public colleges is $539.

TABLE II: PARENTAL CONTRIBUTIONS TO COLLEGE EXPENSES IN A NEGRO PRIVATE COLLEGE, 1968-69

Parents' Contribution	Freshmen	Sophomores	Juniors	Seniors	Total	%
None	270	185	148	108	711	62.1
$ 100	70	25	18	21	134	11.7
200	30	20	23	8	81	7.1
300	20	15	14	11	60	5.2
400	15	18	8	6	47	4.1
500	10	6	7	5	28	2.4
600	5	5	4	8	22	1.9
700	5	3	1	0	9	.8
800	2	6	3	3	14	1.2
900	1	4	2	0	7	.6
1,000	1	3	1	2	7	.6
1,100	1	0	0	1	2	.2
1,200	1	1	2	1	5	.4
1,300	1	0	0	0	1	.1
1,400 & over	8	5	3	1	17	1.6
Totals	440	296	234	175	1,145	100.0

TABLE IIA: AVERAGE SAVINGS FROM SUMMER EARNINGS

Freshmen	225
Sophomores	275
Juniors	325
Seniors	375

Even with these substantial amounts of aid, most students find it difficult to meet expenses. Let us suppose a student at a private college, with a yearly cost of $1,672 (average cost for private black colleges)[18], received a $950 financial aid package. In the typical case he is still short all of the $722 difference. His family can contribute nothing. Let us assume he brought $300 from a summer job, that still leaves $422 for the year in school. The chances are two out of three that his parents can put up little money since their income is less than $5,000 a year.

What often happens in a case like this is that, even if he is on work-study at school, he may seek further employment or his family will seek a loan. In their income bracket, it is likely to be a high-interest short-term loan from other than a bank for a few hundred dollars.

A public college is similar because, though the charges are less, about $1035,[19] the income distribution is lower. The average of $539 in aid leaves about $491 on the average to be found for school expenses with work-study often already included in the package. A summer job is more likely to help a student survive here; but if the family has been making financial sacrifices during the academic year, it is difficult not to help out with expenses at home in the summers. With so many students coming from small towns, the $300 figure is optimistic for summer work.

Another implication of these factors is that a significant

proportion of student charges may go unpaid, especially if the student flunks out of college.

Any program of financial aid that assumes a significant contribution from parents will be ineffective in a low-income population. The difference between available aid and school expenses is often too great to be covered by working except at the peril of declining school performance. It is generally assumed that financial problems are a major cause of withdrawals and indirectly the cause of academic problems.

The best solution is to develop aid programs to give freedom from working in the first year at the very least and preferably for the first two years. These are the crucial years of college survival. Given the under representation of low-income minority youth in the current college population, maximum chances to survive must be given to those who do enroll. Without a free education available, it is unlikely that poor youth will increase their enrollment and graduation from college rapidly enough.

EDUCATIONAL SERVICES AND EDUCATIONAL EXPENDITURES

One of the common indices of quality of education offered in a college is the Educational and General(E&G-Exp.) expenditure. The E&G-Exp. includes all the college's outlays for its basic educational program. Included in this figure are general administration, student services, instruction (teachers' salaries), library services, and operation and maintenance of the physical plant. Auxiliary enterprises such as dining facilities, dormitory rentals, and student financial aid are not included.

The per-capita or per student E&G-Exp. can be computed by dividing the total outlay by the number of students. Thus, if a school has 500 students and has a $1,000,000 E&G-Exp., the per capita figure is $2,000 per student.

A study of thirty black private schools showed the average E&G-Exp. to be $1,364 in 1966-67.[20] The listing of the E&G-Exp. for 15 public schools averaged $1,273,[21] in 1967-68. Though these two estimates are for different years they show the essential fact that each time these figures are examined, public and private black colleges are at a disadvantage.

Table 3: Comparison of Per Capita Educational and General Expenditures in Traditionally Black Colleges to National Averages 1966-67.

National Average[22]	Private Schools	Public Schools
$1,772	$1,364	$1,273

The E&G-Exp. for both public and private schools is $1,313. This is a rough index but it shows the basic relationship. Using these estimates the deficit is $459 per student on the average.

Though these schools have functioned well up to this point in terms of furnishing education to a group no one else was interested in, they cannot continue to do so at a disadvantage. In fact for the kinds of students who come into these schools from a generally inferior primary and secondary education, superior educational services ought to be available.

The main point of this analysis is that these schools can not be expected to produce large numbers of competitive graduates at bargain basement prices. This is a national problem and some substantial part of this burden must be carried at the national level. The same point can be made about any institution already heavily involved in moving large numbers of disadvantaged students out of the reach of dependency, frustration and bitterness.

The national problem of educating black Americans has remained submerged in the history of these schools. They have been a part of the solution while more generally higher education institutions have been a part of the problem of educating low-income youth.

THE FUTURE OF THE TRADITIONALLY BLACK COLLEGE

The question of viability is usually raised about these colleges both in terms of their problems with available resources and in terms of the social goal of racial integration.

The future of these schools must be placed in the context of needed places for a sharply increased number of black youth in

higher education over the next decade. Table 4 shows the numbers and percents of non-whites in the population 3 through 17. Because of differences in birth rates the non-whites are an increasing proportion of their age groups reaching 16.6 percent at age 3. A child of age 3 in 1968 will enter college in 1982.

TABLE IV: WHITES AND NON-WHITES IN THE POPULATION
3 THROUGH 17 AS OF OCTOBER 1968 AND
YEAR OF POTENTIAL COLLEGE ENTRANCE[1]

Age Oct. 1968	Yrs. of College Eligibility	Whites*	Non-Whites*	Non-Whites as Percent of Whites
16-17	1969-70	6,282	983	13.5
14-15	1971-72	6,651	1,068	13.5
10-13	1973-75	13,960	2,327	14.3
7-9	1976-78	10,687	1,900	15.1
5-6	1979-80	6,952	1,311	15.9
4	1981	3,351	649	16.2
3	1982	3,177	634	16.6

* Thousands.

1 Adapted from Preprimary Enrollment of Children under Six, October 1968, Table I, page 7 and School Enrollment, October 1968 and 1967, U. S. Bureau of the Census Current Population Reports, Series , P. 20, No. 190 Table I, pp. 10-11.

In 1968 there was a maximum of 434,000 Negroes enrolled in college between the ages of sixteen and thirty-four; 352,000 were between the ages of eighteen and twenty-four, the normal base for college enrollment. If twelve per cent (the proportion of blacks in the age group) had been enrolled, 811,000 should have been enrolled. There was, then, about a half-million deficit enrollment.

In terms of Freshmen, about 84,000 blacks enrolled in 1968;[13] 180,000 should have enrolled to reach twelve per cent of the Freshmen enrolled.[23] A maximum of 100,000 enrolled in 1969 with about 40,000 of those enrolling in black colleges.[14]

Using the percentage of non-whites in the age groups up to 1982, Table V shows that for equal enrollment of non-whites, the current enrollment pattern needs to double as of 1970 for entering Freshmen, and triple by 1975 for total enrollment.

From these projections, the magnitude of the numbers involved in equalizing educational opportunity -- means every available place now in higher education will be put to good use. Though black colleges may enroll a decreasing percentage of all the blacks in college, the absolute numbers in them could triple by 1982. In the short run they maintain an essential flow on which the increasing enrollment of minority group youth could build.

By 1985 the traditionally black college could be enrolling 480 to 500,000 students. If most of these students were black they would constitute only about twenty-eight per cent of the projected

TABLE V: PROJECTED EQUAL ENROLLMENT OF NON-WHITE STUDENTS IN COLLEGE BASED ON PERCENT OF NON-WHITE YOUTH IN COLLEGE ENTRANCE AGE GROUP (IN THOUSANDS)

Year of Entrance	Total Enrollment*[1]	% of Non-Whites	Number of Non-Whites	Non-White Freshmen[2]	Non-White H.S. Grads.[3]	Freshmen as Percent of H.S. Grads.
1970	7,181	13.5	970	224	407	55
1972	7,925	13.5	1,070	246	437	56
1975	9,056	14.3	1,295	319	503	63
1978	10,033	15.1	1.515	330	561	59
1982	11,218	16.6	1,862	390	---	--

* Adapted from Projections of Educational Statistics to 1977-78, National Center for Educational Statistics 1968. 1. Table 2, P. 19. 2. Table 5, P. 13. 3. Table 17, P. 30.

TABLE VI: STUDENTS OF THE OPPOSITE RACE IN BLACK AND WHITE FOUR YEAR COLLEGES[12]

Black Colleges			White Colleges		
Non-blacks	1,460*	4.0%	Blacks	47,987	3.5%
Blacks	36,071	96.0%	Non-blacks	1,386,369	96.5%

* This is a conservative figure based on taking all the responses under "other" in the non-black category. If the 1,100 others are assumed to be non-black, the percentage of blacks in the black four year colleges is 6.8%.

1.8 million black youth enrolled in college by then. In terms of the diversity of choices in higher education, a black youth should be able to choose an institution with a large proportion of blacks enrolled. If this is less than one out of three, the growth of these schools should be dramatic never the less.

These projections assume the resources in financial aid to sustain a rapid increase in low-income students and the necessary institutional support for educational services to enable the enrollees to survive. This last point is crucial because the young people in the projections up through 1978 are already enrolled in school. Most of them have missed Head Start or, if they were enrolled, are moving into a primary and secondary school system not very successful with poorer children.

If these youth are written off, they will be a very uneasy presence to be accumulating in our cities and towns.

BLACK COLLEGE AND RACIAL INTEGRATION

Table VI shows that black four year colleges as a whole are doing about as well as white four year colleges in enrolling students of the opposite race. The same general pattern applies.

At most of the white colleges, some 2,000, there are few or no black students; the same is true of the black colleges in regard to white students. Most of the white students in black colleges are in the border states, Delaware, Kentucky, Missouri, and West Virginia. It is not well known but the amount of white

enrollment in some of these schools is quite dramatic. (Kentucky State, 34%; Lincoln (Mo.), 40%; West Virginia State, 60%.)

The pessimism of most observers about the evolution of formerly segregated (by law) black colleges toward desegregation does not take note of this group of schools in the border states. It could well be that within a program of rapid growth and strengthening, coupled with greater competition for places in higher education, racial integration could occur. It should not be true, however, that black educators, through racist actions, are not left in charge of rapidly desegregating institutions.

Without the kinds of constraints under which they operate and with appropriate subsidies to increase their educational services, these institutions could well be in the vanguard of poineering exportable educational practices bearing on getting all disadvantaged groups in and through college.

Leadership has to come from some source to avoid the probable dislocations created by the inability of higher educational institutions to be as successful with the advantaged as the disadvantaged. It seems reasonable that some of these black colleges are by history, tradition, and current circumstances admirably suited to assume that leadership.

There is clearly an approaching crisis of opportunity in higher education. If the country takes advantage of these schools as a resource, the crisis might be mitigated.

NOTES

1. Horace Mann Bond - "The Evolution and Present Status of Negro Higher and Professional Education in the United States", J. of Negro Educ. V. 17, 1948, p. 224-235. Based on the work of Charles S. Johnson, The Negro College Graduate; Chapel Hill, Univ. of N. C. Press, 1938.

2. Rayford W. Logan - "The Evolution of Private Colleges for Negroes", J. of Negro Educ. V. 37, 1958, p. 213-220.

3. Martin D. Jenkins - "Enrollment in Institutions of Higher Education of Negroes", J. of Negro Educ. V. 37, 1948, p. 206-214.

4. Current Population Reports: Educational Attainment, March, 1968, series P-20, No. 182, April 28, 1969.

5. The U. N. Appointments were either staff positions or delegates at large including such persons as Frank Montero, Ernest Grigg, Robert Broken Burr, as well as Franklin Williams who later became an ambassador.

6. Based on total male seniors in ROTC colleges of 185,000, 10,902 commissions were awarded in 1966: from Office of Deputy Chief of Staff for Personnel, Military Education Branch. This was compared to a ISE Survey of fourteen black colleges giving commissions with 3,771 male seniors and 298 commissions. Out of an estimate of 106 commissions for blacks in white schools about one per cent of the total of 10,604 (10,902 - 298) was made. The 1.0 per cent is in excess of the 0.7 per cent Baccalaureates awarded to Blacks in Edgerton's study of State Colleges (see Table I), done in 1968-69. The 5,594 black army officers is from the Office of Veterans Affairs, H.E.W.

7. This list was compiled from polling knowledgeable former federal officials and then checked against biographical data for those on the list. The list is not exhaustive. It is available upon request.

8. List compiled from National Roster of Black Elected Officials; Metropolitan Applied Research Center, Washington. Eighty of the one hundred ten sampled went to college, fifty-one to black colleges, twenty-nine to white colleges. In eleven Southern States with thirty legislators, twenty-five went to college, all of them attended black colleges.

9. James Bryant, Survey of Black Earned Ph.D.'s; Division of Special Projects, The Ford Foundation, 1969.

10. M. Alfred Haynes,"Distibution of Black Physicians in the United States, 1967." J. Am. Medical Assn. V. 210, Oct. 6, 1969.

11. Ann E. Crowley and Hayden C. Nicholson, "Negro Enrollment in Medical Schools", J. A. M. A. V. 210, Oct. 6, 1969.

12. Alan E. Bayer, Robert F. Boruch. Black and White Freshmen Entering Four Year Colleges"; Educational Record, Fall, 1969. p. 371-386.

13. "The Black Student in American Colleges"; American Council on Educ., Research Reports Vol. IV, no. 2, 1969.

14. John A. Craeger and others "National Norms for Entering Freshmen, 1969"; ACE, Research Reports. Vol. IV, no. 7, 1969, p.22.

15. The article by Crowley and Nicholson in note 11 above shows the actual percent of black 1968 medical graduates to be 0.20 of the total in California, and 1.06 in New York, as compared to the 1.2 per cent used to estimate the graduate and professional school degrees in the two states. In 96 medical schools of 98 in the country 328 blacks were enrolled.

16. Current Population Reports - Income in 1967 of families in the United States, p.-60, no.59, April 18, 1969.

17. Recent Trends in Social and Economic Conditions of Negroes in the United States, July, 1968. BLS report, no. 347, p.7.

18. Statistical Information United Negro College Fund Member Institutions 1967-68, New York, p. 33-34

19. Student Charges at 113 State Institutions. The Chronicle of Higher Education, September 29, 1969. The table included 18 predominately black public colleges of 34.

20. "A Comparative Study of Thirty Private Negro Colleges", Special Projects in Education, Division of Education and Research 1968 Limited Distribution, The Ford Foundation, New York.

21. "Voluntary Support of Education 1967 - 1968", Council for Financial Aid to Education, Division of Research, New York. The report surveyed 861 colleges and universities and the 15 schools are a good cross section of the 37 public colleges. An earlier estimate based on a less representative sample of nine schools placed the public school E&G exp. at $1334 per student.

22. Current Funds Revenues and Expenditures 1966 - 67. Financial Statistics of Institutions of Higher Education, N.C.E.S. Dept. of H.E.W., p.10, table C. The average is for all schools public and private. The figure is $1,551 for Public Schools and 2,243 for Private Schools. Since these are estimates the National average is the most useful index.

23. Projections of Educational Statistics to 1977 - 78, National Center for Educational Statistics, 1968.

On Negro Youth and Black Power

By Dr. Broadus N. Butler*

This period in our history should well be used by most Negro Americans for sober reflection upon where we are as a race in this nation, from whence we come, and whither we now go.

It is obvious that the whole nation is in a period af rapid and apparently unremitting change. We have seen upheavals on over two hundred college campuses in 1968, and in 1967 there were riots in some one hundred and seventy six cities. The great problem now is not so much the *fact* of change as whether or not we as Negroes in this nation can so direct and shape the quality of present change as to achieve our own best interests and the best interests of this nation.

We have seen a recent plea by Mr. Roy Wilkins that Negroes themselves begin to address themselves more forthrightly to the serious problems which are posed by some of the black power advocates who are constantly fed into the limelight by the news and television media. This is a very serious matter. For they apparently are driving headlong back to the same conditions of segregation, alienation, and untenable group weakness that our forefathers revolted against and that the Walter Whites, the Roy Wilkins, the Thurgood Marshalls and the Martin Luther Kings struggled so valiantly and successfuly over a period of fifty years to lead us and this nation away from. Many of the present generation of young people have not taken the time to fully appreciate who these men were.

How many of them know why it is that there were no lynchings for the past decade as compared to some two thousand per year in the peak years of the lynch period which Walter White and the N.A.A.C.P. successfully eliminated? How many of them know by what dedication and struggle the opportunity for the higher education which they are now disdaining and abusing was opened up to them?

Most of these young people have little knowledge of the thirty years of brilliant and difficult legal effort by the National Association for the Advancement of Colored People to integrate the colleges and universities of this nation beginning with the Gaines Case in Missouri in 1938. All of these efforts have made it possible for them to be admitted to the colleges and universities of their choice on the basis of a recognition of their intellectual talent and merit instead of their race. An even greater amount of difficult legal effort went into the removal of the very same *segregated* living conditions at all of the major universities and colleges which they are now demanding be restored.

What do we now find? Negro students are being manipulated by administrators and white faculty people, especially on the major university campuses, but even on Negro college campuses, to demand institutionalized segregation in direct contradiction to all of the earlier Negro student's own efforts and commitments in the sit-ins and in the earlier work of the Student Non-Violent Coordinating Committee dating back to 1960 at Greensboro, North Carolina. All of those earlier demonstrations, and all of those successes in setting this nation and its educational institutions and systems on the right path are now being frustrated and reversed by a new combination white and Negro students less than one decade removed.

What disturbs most of us about all of this is not so much that present young people are not well intentioned, but that Negro youths who stand at the brink of their greatest real opportunity and challenge to receive the best in both higher education and job opportunity are so gullible and feel so confused inside themselves as to be manipulated most effectively by radical political organizations, by administrators, by some of the foundations and equally by black and white far out groups to drive them right back into a hell hole of ghettoization in the name of black power.

It is pitiable as I read of the present proposals by Negro students that all of the major universities establish black colleges on their campuses and herd as many Negro students as possible into them. Most of these universities only have a handful of Negro students on their campuses anyway, and these stu-

*Dr. Butler has served in undergraduate and graduate administrative offices at Talladega College in Alabama, and at Wayne State University in Detroit, Michigan, over a period of sixteen years. He served two years as Assistant to the United States Commissioner of Education in Washington, D.C. during the period of maximum development of support legislation and programs for higher education and for the higher education of disadvantaged youth. He was recently appointed Dean of the College of Arts and Sciences of Texas Southern University in Houston, Texas. He is now president of Dillard University.

dents are *already* segregated. It has never been necessary to demand that. On the contrary, it was necessary to go to court to seek to eliminate that segregation. Now the same universities are being given all possible support to intensify the segregation of them again. There is nothing either creative or novel in reinforcing the segregation that already exists on practically every major university and college campus and in every major university town in our nation.

The irony is that somehow the powers that *really* have the power in this nation's higher educational structure have manipulated the Negro students into the position that the students themselves are asking for all of this.

There are those who have always argued that this is good, that this is what Negroes really want, that this is what is best for blacks. Lately, one also will hear these arguments even in highly respectable Negro circles. We have *always* heard the same arguments in the white circles. Most of these same people were asking even then: "Why do Negroes want to be integrated when they are so ill prepared to even feel comfortable in the mainstream of American life?"

We forget that it was Negro students who were being beaten, insulted, tormented and harassed in their successful efforts to demonstrate the fallacy of all of this from 1960 to 1965. They did it so well that the whole world recognized the merit of their appeal. They ushered in a period of opportunity to fully demonstrate their knowledge power and their moral power in this nation. And the nation made a firm and ultimate national commitment to them in the 1964 Civil Rights Act.

Those students who were involved in the earlier civil rights demonstrations proved their point to the cynics. They *are* now in the mainstream. They are listed among the major achievers in the nation as corporate executives, as city, state and national officials, as university professors, and as constructive citizens in the mainstream of American life. Now they themselves are being called Uncle Toms by the present Negro group of young people who are not even knowledgeable enough about Negro history to appreciate the great heroism of the Reverend Josiah Henson who was Uncle Tom. Uncle Tom himself was the first black man to establish an independent black community and to receive and educate large numbers of fugitive slaves from the 1830's until he died in 1883. He established the first Negro college for the education of American fugitive slaves in 1841, called the British American Institute in Dreaden, Canada. This man was twice honored by the Queen of England in 1850 and again in 1876. His home and the location of the British American Institute which he founded are now a Canadian national historical site. Incidentally, if anyone calls a Negro an "Uncle Tom," he should know that either he pays him a compliment by identifying him with that truly great man of the nineteenth century, or that person doesn't know his history.

Now just where *are* we going? Are we going to educate and develop our youth for maximum productive participation in the mainstream of American life and equip them with the fundamentals by which they can gain a real foothold in the real arenas of *economic* power, *political* power, *knowledge* power and *moral* power in this nation, or are we going to sit by and see them continue to be duped into returning themselves and their whole generation right back into the void of powerlessness from whence we have come through the long half century of the civil rights movement? If they are to exercise black power, it is our responsibility to demonstrate to them that they had better get a firm grip on those four indispensable prior elements of power first.

To communicate this to them will not be easy, because there are powerful white forces, including the mass communications media and international interests, supporting the present distortion of the black man's cause. These forces are giving high visibility to black militants and to any Negroes who advocate so-called separatist goals. They invariably identify rabid militants as Negro leaders whether they even lead themselves or not. Moreover, the media are constantly surrounding them with the same kind of hypocritical aura of respectability that was recently given to Professor Timothy Leary and to other advocates of drug usage when that phenomenon was suddenly made intellectually respectable.

No Negro should be so blind to his own long term best interest as to become so suddenly and easily convinced that all of these efforts by both conservative whites and liberal whites to make black segregation again respectable is being done because of any great concern and respect for the Negro's pride in blackness. If we study these more closely, we should get quite a different view of why they are so completely willing to help black men resegregate themselves. My

consternation is that Negroes are helping them to reverse all of the very tenets of the 1954 Supreme Court decision and the 1964 civil rights act which made it illegal for them to segregate Negroes in the first place. Whites now take a peculiar and perverted pride in claiming that the law and the court decision did not make it illegal for blacks to segregate themselves. Their claim is that they are just helping blacks to satisfy their own deep need to be segregated, in spite of the law. In this, both the ultra conservatives and the ultra liberals agree completely. The pity is that we should be so stupid in the light of our own history in this nation as to put the rabbit right back into the briar patch for the third time that we have come to the brink of opportunity ourselves to destroy the briar patch itself.

Their version is that Negroes are, indeed, innately inferior, so naturally desirous of segregation, and so socially and economically incapable of being members of the mainstream of an affluent society, that segregation is really what is best for them. If this is what they believe, it constitutes no change whatsoever from what has always been their position. The puzzlement about Negroes is that in spite of what Negroes have suffered and fought for throughout a full half century, they now make white segregationists appear to be right.

For a long time, I have committed myself not to comment directly about the black power controversy in my writing. For, indeed, I strongly favor and have participated in and supported every possible effort that will be productive toward real cultural, educational and economic recognition and improvement of my own race in our country. But I am equally concerned to try continually to assess those things which will not be productive of the goals we seek, and especially to be sensitive to those efforts which threaten to produce a positive denial and contradiction of the very objectives that are claimed to be best for this nation and for Negroes as full citizens of this nation.

And here the stakes are high. We are looking at real problems, not play theories and cliches. The Negro population in the United States comprises more than 12 per cent of the people, but it shares in less than 3 per cent of the gross national product. It is equally serious that the Negro unemployment rate at 10.2 per cent is three times higher than the 3.6 per cent national average. Even with the proclamations regarding the encouragement of black capitalism, all of the actual programmatic efforts are centered in small business and marginal economic operations. This is the very sector of the economy which is most susceptible to both control and devastation by high interest rates and other specific growth deterrents for small and marginal businesses. Moreover, all of these programs and projects also are controlled by whites.

Most devastating is the fact that especially the northern secondary and higher educational systems' failure to produce larger numbers of Negro youth scholars not only seriously underutilizes, underrates and positively denies their potential; but it constitutes the most positive stifling instrument to prevent the more rapid development of Negroes into those major areas of the naional economic life which will lead to a greater sharing in the gross economic productivity of the nation. So it should not be a surprise to anyone that the major turn in the tenor of the civil rights movement changed from non-violence to violence and from integration back toward segregation when the civil rights movement itself moved from the south to the ghetto conditions of the north. There is here an important difference that few understand.

As early as 1958, I submitted a specific proposal to Wayne State University in Detroit as a faculty member there. I asked for the establishment of an interdisciplinary major in Negro History and Literature at both undergraduate and graduate levels. In 1962, I made a major speech on the need for an image of pride undergirded by genuine achievement in the restoration of a positive Negro cultural and self-image. This speech was an address to the northern Negro psychological and cultural gestalt. It was titled: The Negro Self-Image. It was followed in 1963 by another article which was titled "A Message to Northern Educators." In each of these there was a serious concern about the combination of segregation and alienation as it afflicted northern Negroes in specific contradistinction to the southern Negro.

The present concern is specifically that there is a move afoot both in major educational circles and in some foundation circles to use the convenience of the present Negro appeals for black separatism to re-establish segregated education and to again reduce the Negro part of that segregated pattern back to the lowest educational common denominator. And Negroes are themselves carrying the ball for them!

What prompted my writing of this article was the reading of a specific proposal by the Board of Higher Education of one of the largest cities in the nation, a city which is now experiencing a virtually complete breakdown of its educational system over the issues of black power and so-called community control of schools. This is a proposal to establish a community college in the troubled area which lies at the heart of the controversy in the city.

That proposal initially struck me as being a serious and much needed first step, until I read it. What I read there was purely and unequivocally a commitment by the higher education authority of that city to depart from its legal commitment to integrated education and to initiate a ghettoized community college which will not be a college at all, but rather a collection of training programs of such sub-college level skills as recreation aides, nurses aides, welfare assistants, day care center aides and similar occupations. Anyone would be remiss to argue against either the need for such training or the need for trained manpower in these fields, but any responsible educational system would be equally remiss to pretend that these training programs represent college level educational endeavors.

There are at present training programs under the Manpower Development and Training Act and the Economic Opportunity Act which are properly called manpower and training programs in these very fields, and they have never been communicated as college courses.

The most questionable features about the proposed college are that there will be no particular admissions standards (admission will be on a first come first served basis regardless of high school performance or even lack of high school graduation), the pitch of the curriculum will be at the lowest common denominator of educational expectation and fixed on an assumption which I must quote verbatim in order not to be accused of misrepresentation. The college proposes to offer the student the ". . . chance to become 'all that he is capable of being.'" An institution which starts out on this design and under this assumption about its students intends in fact neither to provide equal educational challenges nor to expect equal educational production, no matter what the real capabilities of its students may be. Moreover, if anyone has any doubt that it is specifically intended to be both an inferior and a segregated institution, I will quote further from the document:

"LOCATION OF THE COLLEGE

"In locating new community colleges, the City University has, in the past, sought sites outside the ghettos in order to assure an *integrated* institution and to provide ghetto-area residents with an opportunity for study in a different environment. This structure has served its purpose well. The new college, *taking a different approach*, will be located in, or near, a low-income community. The proposed institution will give greater emphasis to the problems of disadvantaged youth not only in terms of its enrollment objectives, but also in experimenting with new programs oriented more specifically to the needs of ghetto youth. Thus, the college will have *a strong "pre-college" component* which, among other objectives, will provide intensive counselling and remedial work to compensate for the educational disabilities of its new students.

"The new community college would serve as a testing ground for many new programs in the health area and in the expanding field of social technology designed to produce recreation leaders, child day care personnel, welfare assistants, and aides for elementary and secondary schools. It will also provide a range of other career and transfer programs." [underlines mine]

Moreover, the existence of such an institution will have direct bearing upon the secondary school system of that same ghetto. For this institution intends to receive large numbers of students, upwards of 5,000 per year. The secondary system, operating under the same principle and with a commitment to supply these students, will have as its objective to systematically shuttle more and more Negro students into this kind of college instead of preparing them for full participation in the regular higher educational institutions. We should be able to see already what this will mean. And, in addition, there was nothing in the proposal which suggested that the community would feel a responsibility to encourage or to prepare students for movement on to senior college or away from this pattern. Instead, the emphasis was upon terminal training programs at the aid and helper level and pre-college counseling. This is not a southern city or a southern university proposal, it is the largest northern city in the nation.

What should be of real concern especially to southern Negroes who perceive what is now going on in the North is that since the emergence of this northern

Negro led black power concept in the past several years, we have witnessed the complete distortion and demise of the powerful original student organization in the Civil Rights movement, the Student Non-Violent Coordinating Committee. We have seen the assassination of Dr. Martin Luther King and the perceptible erosion of the moral power of the Southern Christian Leadership Council. And we saw the needless failure of the Poor People's March on Washington owing to the fear by the SCLC of the constant threat by the western and northern black militants to turn that demonstration into violent episodes. And now we see equally determined efforts by those same militants to disrupt and destroy even the Negro colleges and to neutralize the last and strongest remaining Civil Rights and Negro improvement organizations, the National Association for the Advancement of Colored People and the National Urban League.

These efforts in their most overt manifestations are being voiced by young Negroes, but there is convincing suggestivity at least to some of us that most of these movements in the name of black militancy are really controlled by whites.

My question then is: What if they succeed in the combined effort to resegregate and to downgrade the future educational prospects of the literally thousands of Negro youth who should profit by improved educational exposure? What if they proceed to eliminate the main self-help organizations which have produced all of the real gains for Negroes and for all other deprived Americans over the past fifty years? How do they then propose that the very objectives which they espouse will be achieved?

What I see at present is that the long term liabilities of black separatism far outweigh the temporary psychological gains in arrogant pride and pretense. Moreover, it is inevitable that the contradiction between the present trend and the intent of the Civil Rights Act of 1964 must come to rest. It is equally inevitable that the testing ground will be in both northern institutions and in southern Negro colleges. Sheer integrity in higher education should command that we not ignore the presently indicated facts. We just cannot afford to sacrifice such gains as have been made over half a century or be content to see the development of a series of misguided results that will push Negroes again out of the mainstream and back into a corner of regression.

The problem which is now posed before Negroes in our nation is a very simple one. Are we, or are we not, going to be turned back into the muck, the mire and the thicket of another segregation period with all of its known evils because of our inability to control the quality of that part of the present social change which has acquired the name of black power? Or, if we *are* able to control that quality and to channel it into patterns of positive further gains in civil rights achievements instead of segregation regressions, are we going to do so?

Toward Total Commitment to Equality of Educational Opportunity

By Dr. Broadus N. Butler, President, Dillard University

From 1954 to 1969, as was the case from 1865 to 1875, our nation and our system of education have been at a crossroad. We have groomed ourselves for a concerted leap into a radically changed and distinctively improved total pattern of educating the nation's youth—provided we do not produce in the 1970's a repetition of the reversals that set in upon the nation in the 1880's.

You may remember that with the establishment of the Peabody Fund in 1867, with the post-war social and educational activity of the Freedmen's Bureau and the Home Farm Plan, with the pioneering educational outreach of the American Missionary Association and other religious groups culminating in the Civil Rights Act of 1875; there was undertaken a full century ago the largest combined federal and private effort in history to make education, health and basic economic resources available especially to those persons, Negro and white, who had been previously denied. This great effort was to be carried out in the spirit of the Declaration of Independence in the words of the Northwest Ordinance, and in the climate of the post-war national dedication to the recognition that: Religion, morality and education being necessary to good government, schools and the means to education for all must be encouraged. Then as now, it was recognized that education is the basic personal foundation for construtive and productive citizenship.

The one problem with that magnificent effort of the 19th century was that it became too quickly enmeshed in a web of racial politics. The events of the 1880's not only arrested the momentum of the programs of the 1860's and 70's, but they set in motion a counterpattern which was so sweeping and devastating that the

segregation system they produced has continued to afflict the whole system of education and public life and personal life in America to this day. The one good fortune of the present federally supported educational programs is that they are all legally predicated upon a mandatory commitment to recognize and to eliminate that web of segregation itself.

It is to the good of the nation that well in advance of providing these programs and massive resources, the commitment to make the difference was well elucidated in the Supreme Court decision of 1954, in civil rights legislation by the Congress of the United States in 1957 and 1964, in the enunciated commitments to equal educational opportunity by all three Presidents of the period, and particularly by the 1963–66 executive and legislative achievements of the President Lyndon B. Johnson as he and the Congress weighed the urgencies of our national interest.

In those years we reached a crest of an unprecedented scale of emphasis upon both full education and training and full utilization of all of our national human resources. This new era has an excellent chance of success because it is based in facts that are so cogent and rational that all of the former shibboleths and appeals favoring segregation, mis-education and under-utilization should be finally overcome.

The day is not yet won, but the necessary resources and the economic ingredients are available to all communities and to all levels of the educational and social system to finally win that battle. It is now possible to accomplish the complete and final recovery from both the quantitative and the qualitative disabilities of segregated education. There is but one ingredient that the national government cannot supply, and that is the local will to comply with this imperative commitment. Given the local will, our nation and our communities are in a "second chance" position to accomplish the greatest thrust in both public and private, lower and higher education that any nation or society has ever seen.

Back in 1936, Charles William Dabney placed the economics of the desegregation problem in prophetic perspective when he wrote:

"We have shown that this great work of educating the poor whites and the Negroes of the South cannot be done by the southern people unaided. As it is impossible for a single locality to meet more than a small part of the expense of the school, making it necessary for the state to help, so it has come about that the state cannot bear all the expense of its schools, making it necessary for the Federal government to help. The training of these neglected people is not merely a state task; it is a national task—a national duty." [1]

Over these past thirty years it has taken several "cycles of concern" to bring forth that national response to its duty in Mr. Dabney's terms. But when it finally came, it came forth abundantly. This coming forth had its inception in the landmark National Defense Education Act of 1958. After several years of studied pause, the period 1963 to 1966 produced more than twenty-eight massive education acts alone—including the Elementary and Secondary Education Act of 1965 and the Higher Education Act of 1965—and more supporting health, welfare and employment opportunity legislation than had been effected in any single period in the entire prior history of our nation.

Now the problem has shifted back to the states and to the local communities. They must demonstrate a will and, beyond this, a capability to make wise use of the abundance of national economic and programmatic resources represented in more than $30 billion of education, health, and social welfare legislation.

In addition, with an $850 billion gross national product, we now have undeniable national resources to implement any necessary measures to meet the real educational and personal health needs of every deserving person in the population from pre-school through post-graduate career support. We can greatly assist both in-school and out of school adults through adult education programs. (These are the parents of disadvantaged elementary and secondary school children and youth." They are programs for remediation of youth and adults who have been inadequately educated in secondary schools and who wish to find success in higher education. There are special programs for youth who cannot fit either into normal post-high school training programs or into the military service. Equally significant and directly related to Mr. Dabney's original plea, the Civil Rights Act of 1964, the Economic Opportunity Act of 1964, the Education legislation from 1963 to 1965, and the Health legislation from 1963 to 1966 have all

---

[1] See: Samuel P. Wiggins, *Higher Education in the South,* Berkeley: McCutchan Publishing Company, 1966, p. 209.

made resources directly available to State Boards of Education, State Boards of Health, State Boards of Welfare to Universities and to collegiate institutions to improve their performance to bolster the qualifications and experience of their personnel to qualitatively improve their programs and organizations and to enhance the quality of their services to students and to clients.

All of these programs have drawn their major support either directly from the Federal government, directly from private foundations, or directly from a partnership between private philanthropy and the Federal government. Anywhere we look along the structures of both public and private education, and specifically in both sectors of higher education, there are now federal programs and private programs combined with federal resources to enable the educational enterprise to make reasonable and concerted approaches to almost any problem that emerges at the local level. But all of these resources are now tied to a dual commitment which must be represented as the local school system's and the individual teacher's own wills both to desegregate education and to qualitatively improve the actual educational exposure and experience of all disadvantaged and the previously denied students. These commitments to the full training and the full utilization of *all* human resources to the maximum possible extent are exactly what is legally symbolized in the concept of desegregation. But the meaning of this word to the heretofore segregated Negro people is even more positive in that they seek not a mere numerical rearrangement of racially heterogeneous but equally deprived students, but rather a genuine improvement in the total quality of their educational experience. This is not always clearly understood.

We cannot have this quality of education without complete desegregation; and, in order to have both, there must be but one rule that provides encouragement, fosters high aspiration, and promotes genuine learning among all American youth—however varied may be the methodological and technical approaches to the requirements of this single rule. The educational enterprise must provide them one and all with an experience of positive worth to *themselves* as persons. It must not start and end with the same pattern of systematic and stigmatic diminution of a sense of genuine worth as persons which has traditionally characterized their educational experience.

As an example, we can begin by putting a halt to any further expansion of the recent separation jargon that is permeating both higher education and secondary education. This is a serious corruption of an otherwise valid thesis regarding the ability and the heritages of all groupings of students. We must also rapidly eliminate the last vestiges of those older innuendos and techniques which stultified, arrested and positively mis-educated far too many Negro and poor white youth to unproductive and negative personal ends. We can no longer afford to either equivocate on these points or to attempt to hide our past failure to positively and productively educate them behind the excuse that we cannot afford the cost of their proper education and motivation toward constructive and productive lives.

In a more moving article in *Southern Education Report* rebutting the new segregation technique called ability grouping, Dr. Arthur Pearl has penetrated the veneer with great candor, especially when he said:

"Educators have an all too cavalier attitude about relationship of educational experience to future life enjoyment. In a society which insists upon attainment of credentials for entrance into the largest and most economically and socially rewarding occupations, an assignment to an ability group, hastily and invalidly made, may alter the life earnings of the student by as much as a quarter of a million dollars, affect every aspect of his existence and even intrude into the lives of his descendants." [2]

It is so easy to see how unnecessary are such glibly fostered resegregation theses. But they still receive a large popular response among educators because they deliberately perpetuate for as long as possible the utterly innocuous myth that the segregated are so segregated because they are inherently inferior. A speech teacher at one large university is reported to have told a class which contained some, but not all, Upward Bound students that no Negro student could make more than a C grade in his course because no Negro student uses standard speech. This is utterly stupid, but Negro students are not at all unaccustomed

[2] Arthur Pearl, "Grouping Hurts the Poor", *Southern Education Report,* II, 5, December 1966. p. 7.

to hearing such remarks or expecting to be penalized when such attitudes are held by prejudiced teachers.

On this point, a news report in the Chicago Tribune two years ago indicates that the United States is one of the least effective nations in teaching mathematics, based on a five year study of 133,000 children in 12 countries including 16,000 American students. In the 13 year old group, America ranked 8th out of 12 countries. In the high school seniors group, America ranked 9th out of 12 countries. These American students were not Negroes. They were representative of the American so-called white middle class oriented educational system. It was interesting that the explanation for the poor performance of these white American students was not made in terms of their inherent inabilities or their cultural disadvantage. The explanation was rendered in terms of lack of exposure to certain areas and concepts of mathematics to which children of the other competing countries are exposed in early grades. Incidentally, the phrases inferior ability and cultural deprivation, which are commonly used in reference to Negro students did not appear in the explanation of the poor showing of those white American students as compared to students of other countries. This suggests to me that it is also unnecessary to use such terms when comparisons are made between the academic performance of Negro and white students inside America.

The point is that when we talk about performnace, we are talking about performance, we are not really talking about culture or ability; because no one has yet established that there is such a direct relationship between performance and culture or performance and ability as to warrant the kind of glib leaps that our educational theorists make, particularly where Negro students are involved. However, there is evidence that a different kind of exposure and a different kind of conceptual training can produce qualitatively better results for *any* students.

We have abundant evidence from reports and studies of such programs as Upward Bound, the National Scholarship Service and Fund for Negro Students, the National Achievement Scholarship program—on a nationwide basis—and from the specific results of direct motivation programs and enrichment programs in such places as the Banneker district of St. Louis, the Higher Horizons Program of New York City, the Great Cities Programs in some 17 cities, the Tidewater Park School of Norfolk, Virginia, and similar programs in a number of both southern and northern settings. These should lay to rest for all time the myth that where such results are not achieved, the fault lies with the limited or inherent capabilities of the children instead of with the deliberately fostered policies and attitudes of the educational systems to which the children are bound.

It is only where children are the victims of the whimsicalities of such fine and legalistic distinctions as between genuine desegregation and so-called technical desegregation, and where the rights of children are not honored in systems characterized by *de facto* segregation, that massive peer comparisons place the segregated at serious disadvantage. Such inequities are no less apparent in comparisons, as for example, in Appalachia where poor white students are *de facto* segregated than where the segregation involves Negroes. The clear and apparent present recognition must be that whenever and wherever there is an open-ended and fair system for stimulating, guiding and encouraging youth—and providing them experiences of genuine educational challenge—the children themselves produce. And where they receive ample recognition and reward for their capabilities to achieve, all children and youth—regardless of race—demonstrate an individuality of their merit and capability not along group lines, nor even along family lines, as it is too often assumed; but along combinations of individual interest and response lines. Student performances have always shown discernibly unique and individual patterns. The mass system of present education is as yet unprepared and, by instructional attitude, largely unwilling to cope with this basic fact of diversity as an individual, not a group or race phenomenon.

The easiest way out of the responsibility, of course, is to constantly invent new jargon and new ways to place the stigma of the failure of the system somewhere in the nebulous domain of the supposedly inherent incapabilities of certain groups of students or of their parents. This avoids the main need to locate the problem in the instructional system where it must properly be found.

Once beyond the jargon, we are faced with several hard facts and paradoxes which higher education especially cannot escape. There is a massive national need for educated and trained human resources which, on the one hand, will be ignored to our national peril and, on the other hand finds—contrary to popular professional jargon—millions of American children and youth with strong desire

and conviction that they need and must have good education to achieve capability for constructive life in our society. If we continue to deny the one and thwart the other, it can no longer be said that such thwarting is for the reason that national resources and national commitment are not on the side of their fulfillment.

At this point, the shape of higher education statistics reveals another peculiar paradox related to the combination of economics and *de facto* segregation. Ability to participate in higher education is primarily an economic, not an academic matter. This shows up in one item of the 1966 U.S. Office of *Education Equality of Educational Opportunity* survey which on the face of it would appear to argue for segregated education, but which requires a completely different interpretation than would be rendered by segregationists. This item shows that more Negro students go to college in the South and Southwest than in all other sections of the country combined. The total figures in the first sampling survey were 122,268 for the South and Southwest and 85,048 for all other sections combined. The reshaping of this paradox will depend upon making *economic resources* as available to northern Negro youth as colleges are available to southern youth. More than this, there must be a radically different attitude and approach to the preparation grooming of Negro students for college outside of the South.

The recently published 1968 study shows only slight improvement. It shows the South still leading 147,489 to 107,839 in the sampling. These figures are not fully representative of the total population of Negro students in higher education, because another U.S. Office of Education estimate placed the total number of Negro students in higher education at approximately 464,000, with the south still leading in total enrollment.

The greatest waste of Negro students who would normally proceed to college outside of the South is directly attributable to the progressive diminution of their aspirations in a system of *de facto* segregation reinforced by the reality of the high cost of higher education for those who do survive the secondary system.

In this the Negro is only symbolic, as in all else about segregation; for the effects of this paradox are no less revealed in the plight of four times more white persons than Negroes who are caught in the poverty cycle. It is equally revealed in the evidences of rising expectations for relief from deprivation frustrations by nearly 20 million Spanish speaking Americans and over 1 million alienated American Indians.

Place these data against the fact that in the field of computer technology alone the nation's government and industry will need over 300,000 trained persons by 1970 to maintain present production advances, yet the present projection is that all of the colleges and universities have been capable of producing less than half this number. The national physical and mental health, requirements will call for three times more medical doctors and medical researchers, and some five times more ancillary and sub-professional medical personnel to tackle the problems of environmental as well as personal health, and problems of population as well as pathology. There is still a need for some four times more graduate students in the physical sciences and twice more Ph.D.'s in all fields per year than our system of higher education is producing. The links between higher education and elementary and secondary education in the production of these trained persons, and the link between both and the national commitment to desegregation of all levels of education in all places in our nation has had no clear and more convincing evidence than is now already easily available to any fair minded person without any further studies and reports on the subject.

Dr. Sam P. Wiggins speaking in his recent book *Higher Education In The South*, really speaks for the nation although his attention was focused upon the South when we said:

"With the relatively low percentage who enter college, there are problems of staffing the schools of each generation—and the cycle of educational disadvantage grows more intense in the same way that the cycle of poverty feeds on its own hunger. This works the other way around, too. Where higher education serves a relatively large percentage of the population, there is a pool of educated individuals from which to draw educational staff and leadership for business and the professions." [3]

---

[3] Wiggins, *Loc. cit.*

He might have added that for the past several years, more than fifty per cent of Ph.D. graduates are going directly to government and industry instead of the teaching profession. Let us pause, then, and ponder whence we have come in this thirty year desegregation era and whither our higher educational system may go from here.

Since that 1936 utterance by Mr. Dabney, a sequence of history making legal efforts by the National Association For The Advancement of Colored People, starting in 1938, has completely reoriented the interpretation of constitutional law with respect to all education. Its legal moves, supported by a host of other organizations and efforts, have yielded a sequence of cycles of concern which, with their own epicycles and other constructive social by-products are successfully breaking the previous pattern of educational denial. In consequence, they are reversing the cycle of disadvantage not only for those among the 20 million Negroes who have been denied, but for 35 million other Americans equally deprived.

The legal cycle began in professional schools and progressed through graduate schools, turned to elementary and secondary schools, and enfolded colleges in the process. The first case in this cycle, though not the first case of its kind, involved the effort of a Negro student to be admitted to the University of Missouri Law School in 1938. The start of the process in a law school served to dramatize the link between law itself, the attitude of the legal profession as propagated in institutions for legal education, and the basic opportunity of Negroes to gain access to higher education.

Later cases were initiated against the law schools of the University of Texas and the University of Oklahoma which added significant refinements to the earlier achievements. Meanwhile, cases were initiated in graduate schools, colleges, and elementary school districts. Success patterns in the legal route were effected all along the system and these continued through the climactic Supreme Court decision of 1954.

The Court decision set the stage for the second cycle which introduced quite a different pattern which may be called the cycle of concern through demonstrations. This cycle began with the public transportation and accommodations demonstration in Montgomery, Alabama in 1955. These demonstrations were characterized by the addition of a dramatic new moral dimension which shaped in overt drama a significant heretofore covert meaning of the earlier legal concerns. These non-violent demonstrations took an even more distinctive turn with the organized involvement of college students following the first sit-in demonstration of the period by four students of A&T College in Greensboro, North Carolina in 1960.

Following this phase, which lasted through 1963 and climaxed in the great March on Washington in that year, came what may be termed the shift to the national legislative cycle of concern. This is the cycle which produced the massive civil rights, anti-poverty, education, health, and social security legislation which brings us to this day with a significant abundance of resources and national interest in local achievement.

Each of these cycles had both positive and negative by-products, but no one should doubt that the nation is more advanced in a shorter time than we or any other society has seen before in self-redemption. They have produced both a climate and a base of national support unprecedented in comprehensiveness and in promise of continuity. It is toward this promise that the future of a great nation finds its present challenge.

Already we have seen for the first time in our national history that it is possible to increase national prosperity and avoid a major depression for a full generation after a major and costly war. This has never happened before. This is largely attributable to the significant post-war investment, directly and without discrimination, in the education and training of veterans of World War II. Moreover, through these years of cycles of concern we have seen the gross national product reach an unprecedented height of over $850 billion, an educational involvement of children and youth reach 55 million, the college population reach 6.1 million and the per capital income for at least four-fifths of Americans more than double.

Meanwhile, we have seen the emergence of a new set of problems, not among those of the seriously deprived one-fifth of the population, but among the affluent four-fifths. Affluence itself poses serious problems in both attitude and behavior as mirrored in the increasing numbers of affluent college students who are the source and the manipulators of the most serious disruptions and violence in our

colleges and universities that our nation has ever faced. This is another serious dilemma with which the nation must now deal. The great mystery about this problem is whether we can continue on this course without re-kindling the serious racial and class antagonisms on a new level of sophistication, and whether educational opportunity can be genuinely expanded to promote total human resource utilization without intensifying the massive alienation of students that is now tending to pervert the pursuit of knowledge into a quest for license, power, and the idolatry of the absurd.

As we look back over the past thirty years, there is much in that succession of developments which warrants confidence in continued commitment to those highest values that the nation must seek for its own full self-realization. As we look forward, there is cause for both hope and prayer. The hope is that this nation's educational systems will have the will and the capability to comit all available local resources to the complete and final elimination of the twin evils of segregation and poverty. The prayer is that the decade of the 1970's will not see the swift reversals that set in to re-divide the national house in the 1870's and the 1880's.

If we generate the one and avoid the other, then we shall expect to see more than 8 million young people in colleges before 1975. We shall see better prepared students leaving our secondary systems and going into better supported colleges to emerge with not only a qualitatively better formal education, but a significantly enhanced conception of their own dignity, worth and peership with other achieving Americans. This is a dream, but it is a dream predicated upon a faith that Americans are capable of resolving and reorienting the thicket of encrusted attitudes which are the segregation problem just as they were capable of resolving the questions of Constitutional and legal interpretations of the relationship of education to responsible civil rights and life opportunity.

Finally, if we will now begin to train and develop Negro scholars as we have come to develop Negro athletes during the period of the desegregation era, the whole nation will measurably benefit. Actually, the model of the treatment of the athlete has in it many of the best features of the programs which have been so successful among disadvantaged youth. As we think about that model, it has produced a higher rate of both performance and life success patterns among Negro athletes than some of the same schools have produced for their academically able Negro students. So let us look more seriously at the possibilities for treating all economically disadvantaged scholars just the same way that we have become accustomed to treating economically poor Negro athletes. I wonder what would be the reaction if it were announced that promising, but poor, high school or college students of exceptional science ability or art ability or literary ability were given a fifty thousand dollar bonus to go to the training program of a major science laboratory or art firm or publishing house. We do it every year for athletes to go to major league farm teams. Moreover we coach our athletes year around and keep them under a challenging and concentrated regimen in which specific objectives and goals are clear cut, not vague and nebulous. Why not scholars?

Why not coach them in small teams, groom them, reward them, and provide them with an arena for performance which has built-in mechanisms for recognition and response to their real ability and aspirations by their community and nation as well as by their own peers. There is nothing far-fetched or impossible about this. If we can have a Willie Mays from Birmingham, Alabama to lead the San Francisco Giants, indeed, the entire major leagues in baseball; if we can have an Arthur Ashe on the U.S. Davis Cup tennis team; if we can have world champion Tennessee A&I State University Tigerbelles; and, if we can have a Negro quarterback of the South team in the North–South football game; then, we can have a Negro member of the South or North team in science national competition or a Negro captain of a debate team or an art, literature, or poetry team. Why not? The talent is there. This we can do with great success if we will but throw over the encrusted myths and treat them with the same instructional and tutorial devotion that athletic coaches provide to them when they are members of athletic teams. I wonder if Lew Alcindor had been as good in science as he is in basketball, would UCLA have sought him out with such expensive effort and then devoted as much attention to him once there. Is *any* science or literary student in his graduating class at UCLA as well known?

When that day comes, and it could be soon, then teachers and professors will have to identify with the *performance* of their individual students like coaches are bound to identify with the performance of their athletes. Then, talent

searchers will be searching for individual aptitude and merit that is positive and not seeking to level out or level down students to that which is preconceived and mainly negative as an assessment of their ability and potential. School systems and schools should take more pride in producing scholarly exemplars of excellence among the disadvantaged students than in propagating so many negative theories about the home life and the supposed innate limitations of those students.

When that day comes, both higher education and the nation can hark back to a profound observation by the good Quaker Anthony Benezet who dared conduct an integrated instruction in Philadelphia as early as 1750. He said:

"I can with truth and sincerity declare I have found amongst the Negroes as great a variety of talents as amongst a like number of whites; and I am bold to assert that the notion entertained by some, that the blacks are inferior in their capacities, is a vulgar prejudice, founded on the pride or ignorance of their lordly masters, who have kept their slaves at such a distance as to be unable to form a right judgment of them." [4]

That is the nub of the question. The future of higher education—indeed all education—in this nation rests upon this question with respect to equal educational opportunity and the desegregation process. Shall we be desegregated or dis-integrated?

We should know that all such future promise is vested in the effects of instructional conduct upon the attitude formation that goes on in secondary school systems and in institutions of higher education. For all their faults, it is a tribute to them that so far only one of the 2,300 colleges and universities has experienced a cut-off of Federal Funds for non-compliance, and relatively few of the secondary school districts are still listed among the genuine recalcitrants. It is even something of a prophetic paradox that there are more Negro students in the University of Alabama system than in several universities of the North, and that there are probably fewer southern institutions with no Negro students than northern. These trends do support the faith that there is yet real prospect of both complete desegregation and marked increase in the quality American education.

As I look at the present educational crises, I look more steadfastly to the total commitment to education for full equality of opportunity as the necessary conditions of both national survival and maximum personal and general benefit to all Americans regardless of color or station in life. That is the necessary article of faith of every educator at whatever level of performance, and that is the faith I keep. That is the one power which will sustain the efforts to transmit the benefits of education to those children and youth who, though presently classified as disadvantaged, must be positively groomed against remaining so, and positively supported in their desires and in the desires of their parents that they both make and share according to merit in the better life that they know, as well as we, ought to be open to them.

I thank you.

STATEMENT BY DR. BROADUS N. BUTLER, ASSISTANT TO THE COMMISSIONER OF EDUCATION

Madam Chairman and Members of the Special Subcommittee on Education: I thank you for the privilege of presenting the following information in support of HR 3221, Title III, a bill designed to bring a measure of encouragement to and a vehicle for more systematic exchange of faculty and assistance to the smaller colleges of the United States which are anxious to shoulder their full burden of responsibility to higher education.

My responsibility is to indicate to you some of the present intercollege, college-university and educational foundation activity which is aimed to assist some of the smaller colleges of our nation to maintain their former quality where this is in jeopardy because of the threat of rapid obsolescence of faculty information and college equipment, and to assist others to achieve a level of quality and faculty competence that will enable them to function as fully accredited colleges. The main role and function of small colleges has been to prepare students for the present and future responsibilities of college graduates at a level of achievement commensurate with their peers who will continue into graduate and professional school or to other mature responsibility in life.

---

[4] Virgil A. Clift, "Educating the American Negro", *The American Negro Reference Book*, Englewood Cliffs, N.Y., Prentice Hall, Inc., 1966. p. 361.

One further task is to indicate some of the more serious present problems among small colleges and why there is a present urgency to meet their needs.

One of the most encouraging developments in the present climate is the pairing of large universities and small colleges in what are called sister-relationships for mutual enhancement. The smaller colleges need the direct professional and technical resourcefulness and personnel involvement which can be supplied by the major universities and the major research universities need the humanizing influence of direct acquaintenance knowledge of the small college and its students—and particularly do they need the sensitivity which they are now gaining about the methodology by which small colleges have so successfully prepared and converted so many economically deprived youth into confident and capable young men and women. In former years, these students have come to their graduate schools, succeeded admirably and returned to do yoeman service to a next generation of college youth. But now the most able among them are being drawn into the larger universities, into industry and into government. The larger university in this open communication and confrontation has also learned, while contributing to the resolution of the problem, that the dilemma situation of the small college is so critical that there is no wonder that they have not been able to produce at a higher level in recent years. Even so, their actual performance in the production of persons who capture the inspiration for the pursuit of knowledge and go on to mature responsibility is far greater than the curriculum, the personnel and other overt factors about the colleges would suggest to the casual researcher who only achieves knowledge by description of what the colleges are doing.

Among such sister-relationships are seven formally established between large universities and smaller institutions and many inter-institutional arrangements among smaller institutions. Most of these are financed in part by the institutions themselves and in part by private foundations. One is financed in part by a federal research grant. The seven are: University of Michigan—Tuskegee Institute, Brown University—Tougaloo College, Florida State College—Florida A & M, University of Tennessee—Knoxville College, University of Wisconsin—North Carolina A & T College at Greensboro—Texas Southern University (a four way sister arrangement), Hampton Institute—Cornell University, and Indiana University—Stillman College. These do not exhaust the sister arrangements because several are operating on an informal basis and others are in discussion stages.

One major state University, North Dakota, serves as a central big-sister campus for a network of smaller state colleges. The University of North Carolina is serving the smaller colleges of that state in a similar manner. The relationships take the form of faculty, student, and administrative exchanges and joint approaches to the serious problems of small college development, curriculum improvement, faculty improvement and equipment acquisition and/or utilization. The actual involvement in exchanges among both students and faculty is one of the most promising features of these relationships.

In addition to these, student exchanges which have been long practiced among a number of these institutions have been amplified. Such exchanges include Fisk-Pomona, Livingstone-Haverford, Hampton-Yale, Tuskegee-Michigan, Johnson C. Smith—Dubuque, Grinnell—LeMoyne, and others.

One other recent development, or amplification, is the sharing of strengths among clusters of colleges in consortia arrangements where students registered at one college may elect courses or fill in their academic programs at other nearby colleges. Such arrangements prevail between Deland, Rollins, Florida Southern, Florida Presbyterian and Bethune-Cookman Colleges. Six institutions in the area of Claremont California have developed such an arrangement over the past 25 years. The Connecticut Valley Schools, including the Universities of Massachusetts and Rhode Island have a cooperative consortia arrangement. Amherst, Smith, Mount Holyke and the University of Massachusetts exchange students, faculties, share a radio station, a computer center and offer a joint Asian-African Studies program.

The Association of American Colleges recently listed 360 institutions involved in 47 different kinds of cooperative arrangements. This speaks well for the high degree of initiative by the institutions themselves. An article that reported on these in the *Christian Science Monitor* of January 9, 1965 titled "Swaps Enrich Colleges" also indicated that in addition to savings in tuition fees to students, such consortia among graduate schools (such as the arrangement between the graduate schools of the Universities here in the District of Columbia) will enable them to significantly increase their enrollment at a minimum

cost. It states pointedly that such arrangements among smaller colleges will be absolutely necessary as a matter of survival if they are to have quality. The article states correctly: "But there can be no question that unless more four-year colleges modernize themselves and their curriculums, they will be in danger of death by obsolescence. The trend is all to public colleges and universities, with large overall enrollments—whether broken into small units or not—and the small liberal arts college is bound to have a tougher time, especially in faculty recruitment."

This is the critical key to the whole small college dilemma situation.

Among special private foundation-financed programs of direct assistance to the financially weaker colleges which are now unable to compete effectively for top flight faculty, there are a number of present efforts. The Ad Hoc Committee of the American Council on Education last summer conducted special summer institutes programs for faculty members of predominantly Negro colleges—the faculty members themselves were not all Negro—to give them intensive exposure to new developments in the fields of English at Indiana University, history at Carnegie Institute of Technology, Biology at the University of North Carolina, Mathematics at University of Wisconsin, and Physics at Princeton. Dr. Herman Branson, Professor and Chairman of the Department of Physics of Howard University, was co-ordinator for these Institutes, and he will continue in this capacity in an expanded program for next year. He will enlighten your committee on both the faculty improvement phase of the Ad Hoc Committee work and the new program designed for pre-college students. The institutes of last summer, as will be the institutes next summer, were financed by a private foundation. It is expected that the student program will be financed in part by Federal funds.

Of special interest are several direct efforts by foundations and graduate students to provide temporary faculty to small colleges. The Woodrow Wilson Foundation initiated a new program called Woodrow Wilson Interns in which more than 70 Woodrow Wilson scholars at the doctoral or post-doctoral level served a full year at small colleges. The foundation provided the difference between the capacity of the college to pay and what would normally be an initial salary for the intern. This program was exceptionally welcomed, and it will be repeated. This year more than 100 interns will assume teaching posts in small colleges. It is hoped that some of them will find challenge, dedication, support or encouragement to remain for a while in the small college setting. A summer teaching program called the Southern Teaching Program Inc. was initiated by Yale law and graduate students and co-ordinated by a Woodrow Wilson intern as a summer teaching program in small colleges. Last year the program was financed by a modest $17,000 grant. Fifty-three graduate students taught summer courses in 13 colleges in the program last summer, and there are over 100 applicants for the program next year.

The special grants of funds to small colleges by private foundations to assist in their development and faculty improvement was estimated by the American Council on Education to be about $40 million. In addition, special programs were either conducted by or supported by the National Science Foundation, the U.S. Office of Education, the Department of Labor, The President's Committee on Equal Employment Opportunity, the State Department and other government agencies and departments. The total sums of these special programs may be estimated at less than $1 million.

The amounts of most of the private foundation grants were not announced, but a range of the following types of grants will suggest the degree of interest and involvement by private philanthrophy. The United Negro College Fund which is the oldest co-operative fund among small colleges received $5 million from the Ford Foundation to be matched two-for-one for capital improvement, endowment, and programming purposes for the 32 member colleges. The Ford Foundation also divided $10 million among 8 selected colleges on a direct grant basis for their general improvement. Nevertheless, the United Negro College Fund was able to raise only $3 million in its year long drive for operational funds for 32 colleges. Such amount provides only about $70,000 per member college for operational budget purposes. This is far short of other co-operative college efforts and minuscule when compared to the $100 million raised for one large private Eastern University and $125 million for several others.

This plight which is highly visible in the case of UNCF colleges is shared by most of the smaller colleges of the nation. One report stated that 90% of federal research grant money went to less than 100 institutions and 40% went to the top ten. This means, of course, that small colleges will continue to fare badly

and may not expect a significant reversal of this concentration unless they can find a vehicle by which they can get and hold competent faculty and acquire up to date equipment and facilities. These will not be forthcoming from the private sector in proportion to the needs of the colleges and they require special federal government attention.

Meanwhile, the plethora of excellent tutorial programs, remedial programs, and other encouragement efforts being aimed successfully at secondary school students who will be unable to bear the financial burden of the large university will present an added burden to the already burdened small colleges because these students will be seeking admission to nearby small colleges in even greater numbers than at present. Further, the amount of financial aid these students will require exceeds the capacity of the small colleges to support them. Private foundations and the federal government are already investing on the order of $40 million in these projects.

Therefore, as we view the problem, the most serious one is that our nation will need every single college that can be developed and prepared to receive and educate the young people who are now—and justly so—being geared to feel a responsibility to become educated, and whose expectations must not be frustrated by our failure either to provide places for them or a quality education when they attend college.

From the standpoint of the small colleges themselves which are seeking fulfillment of their desires to survive and to provide the kind of quality education that the students deserve and the nation needs for them to have, the bill as proposed will bring a measure of relief in the following areas which threaten the future especially of the better small colleges which could be strengthened without undue delay:

1. Inability to complete for highly qualified personnel.
2. Excessive teaching loads which militate against research and ancillary scholarly activity for the continued personal development of the faculty members.
3. Disparity in grant allocations by both private and government granting agencies as between a few large institutions and the many small colleges.
4. Inability of the small college to maintain both quality and continuity even in areas where they have strengths because of high personnel mobility and/or loss of contact by faculty with advances in their fields.
5. Poor instructional salaries which depress faculty motivation.
6. Lack of developmental offices and services to bring information and guidance to the administration of the colleges.

These are but few of the problems and possibilities which a systematic faculty exchange program and a college Advisory Commission could greatly assist.

In reviewing its grant program, the Ford Foundation concluded that, "the handful of great universities is not enough to provide the intellectual capital of American society in the next few decades." The proposed bill urges the Federal government to give this point serious attention because there is a large number of small institutions which are striving to either maintain their former quality or to achieve competence. They need government assistance and the nation needs them.

This bill will give support to these promising and creative efforts on the part of small colleges to survive and on the part of large universities to become intimately involved in the total spectrum of their responsibility to higher education. Moreover, it will begin to answer the recommendation of the President that the Federal government join in the direct assistance to these developing colleges by such measures of assistance as will support:

A program of faculty exchanges.

Special programs to enable faculty members of small colleges to renew and extend knowledge of their fields.

A national fellowship program to encourage highly qualified young graduate students and instructors in large universities to augment the teaching resources of small colleges.

The development of joint programs to make more efficient use of available facilities and faculty.

ADDENDUM

Selected population figures—Institutions of higher education

Total number institutions of higher education	2,168
These include:	
Number institutions over 30,000 students	9
Number institutions over 20,000 students	29
Number institutions over 10,000 students	94
Number institutions over 5,000 students	225
Number institutions under 5,000 students	1,943
Number institutions under 3,000 students	1,810
Number institutions under 2,000 students	1,668
Number institutions under 1,000 students	1,311

(Figures include 2-year, 4-year, and graduate colleges and universities.)

Senator PELL. Thank you very much. The Education Subcommittee hearing is recessed.

(Whereupon, at 12:20 p.m., the subcommittee recessed, to reconvene subject to call of the Chair.)

○